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ABSTRACT

This document presents the summative evaluation of the offender assistance program coordinated by the American Association of Community and Junior Colleges (AACJC) as well as the final evaluation reports of the three pilot programs for convicted parolees operated by participating community colleges. The local-level evaluations include detailed analyses of site programs, while the national office evaluation presents an aggregated analysis. Among the overall findings are: (1) 75% of the program participants were male, the majority were single, and less than one-third had completed high school; (2) unarmed property offenses were the dominant crimes committed by program participants prior to enrollment, with drug-related offenses second most common; (3) 18% of the program participants enrolled in Adult Basic Education, 32% in General Educational Development courses, 23% in academic curricula, 20% in occupational courses, and 5.8% in other areas; (4) recidivism in the target population was 6.1%; (5) program termination by participants appeared comparable to that of the whole college populations; (6) 55.5% of the participants received some form of financial assistance; and (7) per student costs for the target population was $467. Operational problems in the conduct of offender assistance programs are identified, along with potential solutions. (JDS)

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EVALUATION REPORTS

OFFENDER ASSISTANCE THROUGH COMMUNITY COLLEGES PROGRAM

August, 1976

Project funded by the Fund for the Improvement of Postsecondary Education, HEW
Grant # OEG-0-74-9064

American Association of Community and Junior Colleges
Washington, D.C.

James R. Mahoney, Project Director
Ellen B. Emmert, Secretary

Note: This volume includes the summative evaluation reports reported by project site evaluators and the national office evaluator. The national office report is based partially upon the data and analyses presented in the site reports.

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OFFENDER ASSISTANCE THROUGH COMMUNITY COLLEGES

Final Evaluation Report

William J. Russell
American Educational
Research Association

August 1976

The evaluation reported herein was performed pursuant to a grant to the American Association of Community and Junior Colleges from the Foundation for the Improvement of Post Secondary Education, U.S. Department of Health, Education and Welfare. Contractors undertaking such projects under government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official FIPSE, AACJC or AERA position or policy.

EVALUATION REPORT: OFFENDER ASSISTANCE
THROUGH COMMUNITY COLLEGES

Introduction

As indicated in the first section of the final report, the central purpose of the Offender Assistance Program was to provide first-time convicted felons with an opportunity to utilize the resources of a local community college in meeting their educational and related needs. More specifically, the stated objectives of the demonstration project were to "not only impact on offender participants but also on colleges, local justice agencies, communities, human service offices and on the American Association of Community Junior Colleges".

Operationally, the implicit empirical question or hypothesis formulated for the project was that criminal behavior of first-time convicted felons would be reduced if they were provided easy access to existing opportunity systems. Related questions that were to be explored included whether program participants made improvements in cognitive and affective areas of learning, could the demonstration college effectively coordinate its own resources and those of public human service agencies to meet the individual needs of referrals, and whether criminal justice agencies would cooperate and actively participate in a program that provided an additional option for their clients.

This demonstration project was actually the product of a six month planning grant. The final report of that grant and evaluation of the planning phase has been completed and submitted to the funding agent. In brief, the planning phase was found to be an indispensable and beneficial

expenditure of time and resources. The recommendations contained in the evaluation of the planning phase (December 1975) were all considered and many were implemented in the remaining months of the planning cycle and/or in the demonstration project. One of the most significant activities conducted during the planning phase was the establishment of the criteria and the selection of the three sites to participate in the project. A rating scale with weights assigned each variable was developed and approved by the project's national advisory board. Thus a basically subjective process became a more manageable, systematic and objeccive exercise.

Levels of Evaluation

Two levels of evaluation were planned for this project. Local autonomy was preserved by allowing each site to appoint its external evaluator. Formative evaluation procedures were established to secure observations, suggestions, and analytical reports to enable each site to evolve to the point where it could reach its maximum potential. Two such process evaluations were conducted at each site during the project. One program-wide, national process evaluation was established for similar purposes as it relates to the activities and relationships developed by the national office.

Summative evaluations at the local level would include a detailed analysis of site programs, while the national effort would present aggregate data and analyses, with particular attention to commonalities and discrepancies at each site model, as well as address issues that were comprehensive in scope.

Project evaluators were identified and involved early in the project. A meeting of the evaluators in August 1975 in Washington was instrumental in finalizing the evaluation design for the program. This meeting was the vehicle used to reach agreement on the minimum amount of data that was collected at each site as well as reaching consensus on which variables would be analyzed in depth. Local evaluators were encouraged, however, to collect additional data that was deemed particularly relevant to the operation of the site program.

Evaluation Design

The evaluation component of the project was one of the more important and complex aspects of the program. Measurement of affective areas, interest in process variables, insufficient time span to measure intended outcomes and the inability to establish experimental or quasi-experimental conditions, all mitigated against a truly quantitative and controlled evaluation strategy. The most significant handicap was the inability to randomly assign referrals to the program (experimental group) or to a control group involving the normal probationary process. Likewise, because of expense and confidentiality, a matched sample control group could not be created from other sources.

Partially to assess the short-term impact of the program on its clients, data was compiled in the following areas: recidivism, academic progress, counseling, financial assistance, placement, and community services. In an effort to identify predictors of successful program performance, certain demographic data was also collected on referrals. Based on the theory that

recidivism potential is reduced if the individual's self concept, perception of control over his life, and views towards employment are significantly improved, program participants were to be administered a questionnaire at the beginning and end of their involvement in the program. The instrument was developed from Rosenberg's scale[1] of self-esteem and the Vocational Opinion Index.[2] Thus the questionnaire had acceptable levels of validity and reliability.

In addition to the data gathered above, this report is based on information derived from reviewing the grant proposal, lengthy interviews and conversations with the project director, scanning pertinent files in the national office (correspondence, progress reports, director's journal and other relevant documents), attending advisory board meetings, telephone interviews with site project coordinators, the co-chairpersons of the National Advisory Commitee and the program monitor from the funding agency. Therefore, the report is partly subjective, based on impressions, conversations, observations and interpretations associated with written materials.

One final caveat of the nature of this report that appears obvious, but needs to be underscored, is that the program principally consists of the activities at each of the three demonstration sites. Therefore, careful attention should be placed on the individual evaluation reports (see Appendix) by the three local evaluators to derive a comprehensive assessment of the project.

National Office

One of the focuses of this report is to comment on the operations and responsibilities of the national project office. A principal responsibility of the national office was to monitor site operations by reviewing monthly and quarterly reports, making site visits, correspondence and telephone calls. From a variety of cross-referenced sources, it was abundantly clear that the project director was thoroughly informed of the activities, progress and problems at each site. In addition, the project director attempted to advise and assist in the development of solutions to locally-identified problems. The fact that the local coordinators unanimously viewed this as a proper and beneficial service provided by the national office demonstrates that the director was generally successful in preserving the delicate balance between providing direction and assistance without infringing upon local autonomy or discretion. The supportive posture of the relationship was fortified by the information distributed periodically by the national office concerning the field of criminal justice, counseling, and matters generally related to the project. In addition there were offers and occasions where the national office assisted local sites in the development of applications and proposals which sought funds to continue their program at the termination of current funding.

Project Management

Analogous to the two levels of evaluation, this project had a two-tiered management strategy. The grant was awarded to the AACJC, which

maintained the national project office in Washington. Selection of the demonstration sites and ultimate responsibility of the program was vested with the national office. Such an organizational arrangement created an interesting situation. The direct services to program participants rested at the local level, while the grant application and policies were developed at the national level. Likewise, the project coordinators were employed by the local colleges and thus their principal incentive structure and performance expectations were responsive to the site colleges and not to the national office. It is not entirely unexpected, therefore, that certain tensions and conflicts would develop between the national office and the demonstration sites as the program went through its evolutionary stages.

The ensuing discussions and negotiations concerning program parameters at each site was generally a healthy and natural phenomenon. There was an isolated instance where philosophical differences concerning the nature of the program and its evaluation led to a breakdown in communications. The situation was compounded by a delay in implementing the program at that site and by changes in personnel during the project at both the program coordinator and external evaluator levels. By the end of the project, the problems were finally resolved by the mutual agreement of all parties. The substantive difference in opinions did, however, appear to affect the operation and the future continuation of the site program. From the perspective of a removed observer, the situation appeared rather idiosyncratic and thus not central to the evaluation. It would also be impossible to ferret

out the significant factor(s) that contributed to the misunderstandings at this site. For example, a latent concern or problem that was common to all sites but became demonstrable only at the one site, was resistence or concern with "Washington" directives. Coordinators obviously were not able to participate in the planning phase of this grant and thus initially did not consider themselves partners in the development and molding of the program, but rather as administrators or implementors of a national program. This inherent difficulty in the organizational model was adequately compensated for by lengthy interactive dialogues between the project director and the coordinators. However, this does not explain why ultimately some project sites more closely identified with the operation of the national program than other sites.

In addition to the psychological problems associated with the organizational model of this grant there is a cost consideration. Approximately 45 percent of the program funds were diverted from site operations by maintaining a national office. Considering that a central purpose of the grant was to demonstrate to community colleges and criminal justice agencies the viability of this program, the model advanced a reasonable and logical way to utilize resources. Broad dissemination, for example, would not be as feasible without a national office because it is highly unlikely that an individual local program could command national visibility. Related advantages of maintaining a national focus included the ability to provide technical assistance, greater generalizeability of the results of the project, and the ability

to enhance the importance and chances for success of a local program by its interface with a national demonstration effort.

An exhaustive computer search of the ERIC system failed to identify any studies or reports addressed to a two-tiered grant management system. Thus, comparisons of the effectiveness of this management system compared to other projects is not possible.

From the vantage point of the funding agency, specific advantages in support of a national office have emerged that tend to outweigh the additional cost of the program. These include a national project with centralized accountability, funding decisions based on personnel and a sponsoring institution which usually have visible and known "track records", centralized monitoring and reporting procedures, and less parochialism in the operation of site programs. It should be observed that the enumerated advantages of this management system are more appropriate for a demonstration or pilot project than for an on-going operational program. It should also be noted that there is ample evidence in the literature to suggest that the competency, dedication, and cooperation of key staff is the single most important variable in successfully implementing an innovation or program within institutions. Thus, the advantage associated with maintaining a national office are highly dependent on the caliber and operation of the project director.

Dissemination

The project director was charged with the responsibility of general

information dissemination for the program. This area, for purposes of analysis, has been separated into external and internal dissemination. With respect to the former, considerable attention and effort has been expended in this activity. The project director's estimate of his time allocation among program activities, verified by an analysis of his written communications and daily log, indicated that project dissemination (responses to telephone and letter inquiries, writing and editing project publications, participation and planning for professional conferences, etc.) took as much of the director's time as any other single project activity. It is noted that such an emphasis on dissemination is consistent with the objectives of the project proposal. It is also recognized that dissemination is a critical area that is frequently overlooked in many projects. However, in the early stages of any demonstration project, only the conceptual framework of the project can be reported with any degree of reliability. Unfortunately, the most significant dissemination activities will, and should, occur after this project and final report is concluded. For it is only at the end of the program when the degrees and conditions of success can be analyzed, along with indications of the successful and unsuccessful procedures, models, activities and cost benefit analysis can be precisely detailed for interested community/junior colleges and criminal justice agencies.

A major dissemination effort which occurred during the project was a national conference to examine the experiences of the Offender Assistance

Program. With support from the Johnson Foundation, an April Wingspread Conference focused on the development of recommendations for future collaborative activities among higher education institutions, criminal justice agencies and public service organizations. The published conference proceedings should be a useful vehicle to promote the concept of community-based correction programs and the role of post secondary institutions.

Other by-products of this project, under the rubric of dissemination, was a literature search[3] that identified trends in offender vocational/educational programs; and a cross-indexed directory[4] of offender programs in post-secondary institutions. Both papers are valuable reference documents and may provide a stimulus to various audiences in examining their professional roles in the area of criminal justice programs.

Inherent in the dissemination activities of any project such as this is the reality that the extent and effect of the effort will be largely unknown for months or years after the completion of the project. Research has demonstrated, for example, that for one mode of dissemination, journal articles have a time lag of between 18 months and 7 years before a study appears in the professional literature.

Internal Dissemination

Dissemination of information between demonstration sites was at a more modest level in this project. The principal vehicles for project coordinators to share information on progress and problems was through three scheduled training sessions and two conferences, although they were encouraged to

communicate by mail and phone. The evidence suggests that coordinators did not generally perceive phone conversations and site visits by the project director as a viable way to learn of activities and progress at other sites. The training sessions themselves were all well received by the participants who consistently rated them from very good to excellent. The evaluation instrument for the training sessions provided useful feedback on the utility, strength and weaknesses of each training event.

Local Colleges

On a general level, the local community colleges appeared to have been highly receptive to the objectives of the program and cooperated with the staff to accommodate the special needs of the project. Favorable adjustments in college regulations, procedures and policies have been noted in the site quarterly reports. To illustrate, at the Denver program, a unique concession was made by the college to enable persons accepted into the program to be identified as "continuing students". This action significantly increased the offenders' chances of being admitted to a desired program or course. Similarly, officials at the Florida Junior College enabled program participants to enroll in the school, in spite of a college-wide ceiling, by granting special override privileges.

The positive relationships and receptiveness of the program at the demonstration colleges were developed in part because of the contacts and rapport the local project directors and coordinators have maintained with key college officials. A significant indication, however, of the commitment

of a college to the objectives and philosophy expressed in the program relates to the continuation of the program when current project funds terminate. In this regard, it is observed that each site has definite plans for the program, with modifications, to continue in the next academic year. As detailed in the site reports, financial support for the program will likely vary from total institutional resources to complete external funding, to matching funds.

AACJC

The American Association of Community and Junior Colleges has demonstrated its commitment to the philosophy of the project. Association officials have been interested and supportive of the program throughout its 18 months of operation. A tangible indication of Association support for the program was their agreement to significantly reduce (approximately 72 percent) the normal overhead it assesses to federal grants and contracts. In addition, the Association's newsletter, journal, and the President's Memo have carried brief, informative announcements about the program. The Association also sponsored a substantive workshop concerning the program during its 1975 annual convention. Finally, AACJC bore the expense of publishing the Directory of Offender Assistance Programs.

As in the case of the local colleges, AACJC's longitudinal interest in fostering the objectives of the program cannot be determined at this point. It is noted that although there are no definite plans at present for the Association to use its resources to continue the initiatives made

by this program, AACJC is actively supporting and providing leadership for efforts to secure outside funds.

National Advisory Committee

The National Advisory Committee met twice during the planning grant and three additional times during the demonstration cycle. The committee was designed to be an advisory committee rather than a policy board and, as such, was most useful in the formative stages of the project. The committee was routinely and amply kept informed of the program's progress. In addition, the committee co-chairs were Washington-based and thus easily accessible to the project director for personal consultation. Given the character of this committee and the nature of advisory boards in general, it was anticipated that the committee would not normally be involved in advising the project director unless specifically called upon on an individual basis. The co-chairpersons of the committee in particular have repeatedly expressed confidence in the director and in the progress of the program.

Advisory committee members, as individuals, provided a variety of important services for the program. These included providing reference documents, suggesting the names of resource persons, publicizing the project and its objectives at professional meetings, and suggesting possible funding sources for the program's continuation. In addition there were occasions where the efforts of committee members provided a financial resource to the program. For example, the Bureau of Prison's representative on the advisory committee was instrumental in having the Bureau print copies of the

literature search developed by the project.

The role of the advisory boards at the demonstration sites are detailed in the accompanying reports. It should be noted that the involvement of these committees ranged from highly-active to one which existed in name only. There also appears to be a positive correlation among the more active advisory boards and the number of offenders referred to the program by the courts and the probation offices.

Site Program Operations

The demonstration sites implemented their programs in rather similar ways. Initially a series of contacts were made by the coordinator with potential referring agencies. The majority (68.7%) of the participants were actually referred to the program by the probation offices. The initial interview or counseling session with a potential client normally resulted in a set of recommended activities and/or an educational program for the individual. Monitoring activities and feedback to the referring agent varied considerably across sites. Feedback techniques distinguished one site's program while documentation of client activity at another site was virtually non-existent. Marked variation also existed in the extent of counseling available to participants through the college's counseling office. All sites devised methods to compensate for the inadequate amount of staff time available to offenders through the counseling offices. Solutions ranged from the project coordinator assuming a significant portion of this responsibility to employing additional staff to assist in

the counseling area.

Another common problem and need addressed by different methods was providing short term loans to clients. A line item to provide loan funds was deliberately not included in the original project proposal. The rationale was this was one area in which the local colleges could demonstrate their commitment to the program. The resourcefulness sites demonstrated in overcoming this handicap substantiated, in part, the theory that an effective program could be conducted without substantial subsidies.

Finally, it was observed that all three sites expressed a dire need for additional staff to respond to the myriad of responsibilities associated with the program. Each demonstration site was successful in finding funds to increase the size of the project staff. This was principally accompanied by reviewing their site budgets early in the program to identify monies that could be re-directed to employ staff. With the additional personnel, concentrated efforts were made to maintain and expand liaison with referral agencies.

Demographic Characteristics

Table I presents a descriptive portrait of the participants that were enrolled in each one of the site programs. In a few cases the data was categorized differently at each site or not available. A more restrictive handicap, however, was the fact that the local sites did not, or could not, correlate the data with client activity and progress. Therefore, an analysis that relates successful program participation with

offender characterici stics is not possible. Likewise, the sites have made few comparisons between program participants and the local probation population.

The data suggests little that would not have been expected. Approximately three out of four program participants were male and had ethnic backgrounds generally reflective of the population of the local communities. The majority of the offenders were single, which corresponded with their relatively young age. Educational levels of clients were notably below that of the national population. Less than a third of the offenders had completed high school or trade school, as compared with the national average of 74.3 percent in 1974.[5]

From the available information, some differences among sites can be observed with respect to the source of referrals and the amount of time that lapsed between arrest and enrollment in the program. Charlotte and Jacksonville, (as mentioned in their final report) received more referrals from the probation offices than did Denver. Similarly, Charlotte was able to involve clients in their program earlier after arrest than did Denver. However, such a differential may be simply a function of time between conviction and program entry rather than between arrest and program entry.

Unarmed property offenses were the dominant crime committed by program participants at both sites where this type of information was reported. Drug-related offenses was the second most frequent charge and, together

with unarmed property offenses, characterized nearly two out of three (64.9 percent) of the program enrollment. Given the youthful age and educational levels of the offenders, it was not surprising to observe that a majority of the clients were unemployed at the time of arrest. Interestingly, the majority of program participants at Charlotte were employed at the time of arrest, in marked contrast to participants at the other two sites. But it is not known from the available information whether this was a function of employment or simply an artifact of a younger population who were attending school and thus not employed.

TABLE I

Participant* Demographic Characteristics

	Charlotte		Denver		Jacksonville		Total	
	N	(%)	N	(%)	N	(%)	N	(%)
Sex								
Male	87	(68.0)	100	(78.7)	172	(79.6)	359	(76.2)
Female	41	(32.0)	27	(21.3)	44	(20.4)	112	(23.8)
Ethnicity								
Black	79	(62.2)	39	(32.0)	101	(47.0)	219	(47.2)
Caucasian	46	(36.2)	41	(33.6)	114	(53.0)	201	(43.3)
Hispanic	0	0	40	(32.8)	0	0	40	(8.6)
Other	2	(1.2)	2	(1.6)	0	0	4	(.9)
Marital Status								
Single	96	(75.0)	70	(55.1)	154	(71.6)	320	(68.1)
Married	17	(13.3)	28	(22.0)	46	(21.4)	91	(19.4)
Divorced/Sep.	13	(10.2)	28	(22.0)	15	(7.0)	56	(11.9)
Widowed	2	(1.6)	1	(.8)	0	0	3	(.6)
Age								
20 or under	61	(48.4)	17	(13.4)	16-18	14	(6.5)	
21-25	54	(42.9)	68	(53.5)	18-21	92	(43.0)	
26-30	7	(5.6)	30	(33.6)	21 +			
31 & over	4	(3.2)	12	(9.4)	over	108	(50.5)	

TABLE I (Cont'd)

Participant* Demographic Characteristics

	Charlotte		Denver		Jacksonville		Total	
	N	(%)	N	(%)	N	(%)	N	(%)
Education								
Elementary	4	(3.1)	1	(.8)				
Jr. High	28	(21.9)	16	(12.8)	1-8th	114 (36.2)	163	(28.7)
Attend. High Sch.	52	(40.6)	65	(52.0)		111 (35.2)	228	(40.1)
Attend. Trade Sch.	0	0	1	(.8)			1	(.2)
Completed " "	2	(1.6)	0	0				
Completed High Sch.	38	(29.7)	39	(31.2)		90 (28.6)	167	(29.4)
Attended College	4	(3.1)	3	(2.4)		0	7	(1.2)
Entry Method								
Referred by Probat	109	(86.5)	69	(54.3)	Not available			
Pre-trial Release			8	(6.3)				
Self-referral	6	(4.8)	11	(8.7)				
Other	11	(8.7)	39	(30.7)				
Offense								
Person; violent	9	(7.2)	12	(9.5)	Not available			
Person; non-viol.	8	(6.4)	7	(5.6)				
Property;armed	14	(11.2)	7	(5.6)				
Property; non-arm.	58	(46.4)	51	(40.5)				
Sex-related	2	(1.6)	2	(1.6)				
Drug-related	32	(25.6)	22	(17.5)				
Multiple	2	(1.6)	6	(4.8)				
Other	0		19	(15.1)				
Employment								
Yes	65	(51.2)	47	(37.0)	84	(39.1)	196	(41.8)
No	62	(48.8)	80	(63.0)	131	(60.9)	273	(58.2)
Arrest-entry Time Lapse								
Under 6 mos.	67	(52.8)	25	(24.0)	Not available			
6 mos.-1 yr.	36	(28.3)	31	(29.8)				
Over 1 yr.	24	(18.9)	48	(46.2)				

*The data reported for Denver and Jacksonville include the target and non-target audience; Charlotte data reports target audience only.

Enrollment

Central to this evaluation is an analysis of the effect of the program on the clients. First, it is important to understand that it was agreed that sites which were making normal progress toward reaching the goal of 180 enrollments of first time convicted felons could provide services to other offenders. However, if enrollment was behind schedule, the number of non target program participants should not exceed 10% of the target enrollment. This accommodation was largely made in response to special requests by criminal justice officials.

As depicted in table II, all sites enrolled the majority of its referrals. The 100 percent enrollment reported at Denver was, in fact, an artifact of the definition of enrollment used by the project staff and is explained in their quarterly report. It is interesting to note that while Jacksonville provided services to nearly all its target referrals as well as enrolling 100% of the non-targeted audience, Charlotte only enrolled 70% of its referrals in the target group and one-third of the non-target audience.

TABLE II

Target and Non Target Referrals and Enrollments

	Charlotte		Denver		Jacksonville	
	Target	Non Target	Target	Non Target	Target	Non Target
No. of referrals	187	68	126	179	192	65
No. of Enrollments	132	23	126*	179*	187	65
Percent Enroll.	70.6	33.8	100	100	94.4	100

*includes all referrals who received minimal services as described in the Project Director's final report

Table III illustrates the types of program in which the clients were enrolled. Program enrollment patterns at Jacksonville and Charlotte were remarkably similar and showed a relatively even distribution across academic/vocational options. Unfortunately, the data gathered at the Denver site was reported in such a way that a definitive breakdown is not possible. However, by reviewing the Denver quarterly report forms it was observed that the number of clients enrolled in college programs varied from a low of 9.5% in the most recent summer quarter to a high of only 27.4 percent during the fall 1975 quarter. This general phenomena was equally true of the Denver site for the target and the non-target groups. The fact that a majority of the referrals at Denver were classified in the "other" status (waiting to enroll) raises a serious question about the extent to which this site was able to accommodate the educational needs of potential participants.

TABLE III

ENROLLMENTS BY PROGRAM

Target Audience

	Charlotte		Denver		Jacksonville	
	N	(%)	N	(%)	N	(%)
College Program						
Adult Basic Education	28	(21.2)	Not available*		53	(28.3)
General Ed. Develop.	36	(27.3)			27	(14.4)
Academic	36	(27.3)			51	(27.3)
Occupational/trade	24	(18.2)			37	(19.8)
Other Programs/Status	8	(5.1)			19	(10.2)
TOTAL	132		126		187	

*see explanation, page 21

TABLE III Cont'd

ENROLLMENTS BY PROGRAM
Non-
Target Audience

	Charlotte		Denver		Jacksonville	
	N	(%)	N	(%)	N	(%)
College Programs				*		
Adult Basic Education	0	(0)	Not avail.		20	(30.8)
General Ed. Develop.	14	(10.9)			2	(3.1)
Academic	0	(0)			24	(36.9)
Occupation/Trade	8	(34.8)			19	(29.2)
Other Programs/Status	1	(4.4)			0	(0)
TOTAL	23		179		65	

Totals

College Programs				*		
Adult Basic Education	28	(18.1)	Not avail.		73	(29.0)
General Ed. Develop	50	(32.3)			29	(11.5)
Academic	36	(23.2)			75	(29.8)
Occupation/Trade	32	(20.6)			56	(22.2)
Other Programs/Status	9	(5.8)	305		19	(7.5)
TOTAL	155				252	

*The Denver site did not report this data in a manner that would indicate accurate cumulative totals.

Dropouts

At the other end of the enrollment continuum are program dropouts. Table IV enumerates the reasons why participants prematurely terminated their involvement in the program. The most disappointing statistic is that one site was unable to determine, for over 40% of the participants, why clients dropped out of the program. This fact would suggest the program

had great difficulty in monitoring the progress of participants. Similarly, one might question the extent of counseling services provided at this site if the assumption is made that adequate counseling would increase the chances of a counselor knowing why an individual dropped out of the program.

Program terminations because of failure, lack of interest or other reasons (new jobs, summer break, personal problems) appeared to be within the normal limits or better than the college population as a whole.

Recidivism

Worthy of particular attention is the number of program drops because of reinvolvement with the courts. For target population, only 6.1 percent, (N = 27) of the total enrollment were charged with a new offense. This figure is dramatically less than the national recidivism rate of 45% and better than the local recidivism rates in the states housing the demonstration projects. Although this data is a tangible indication of one measure of success for the project, caution and restraint must be maintained in attributing any cause-effect relationship. That is, the self-selection process associated with this program clearly biased the sample with respect to the probation population at large. Also, the fact that some of the offenders have been in the program for only a few months may distort the overall figures by not accounting for possible criminal activity at a later point in time. If the study had been able to utilize control groups and if a longitudinal analysis was feasible, more definitive

statements could be made concerning the effect of this program in reducing recidivism. But considering studies have reported that approximately 75-80 percent of recidivism occurs within 15 months after probation or release from prison, it is not anticipated that the recidivism figure reported for this program would dramatically increase over time.

TABLE IV

PROGRAM DROPS BY REASONS

Target Audience

	Charlotte		Denver		Jacksonville	
	N	(%)*	N	(%)*	N	(%)*
Reasons						
Moved	1	(.8)	26	(20.6)	4	(2.1)
New Offense	8	(6.1)	10	(7.9)	9	(4.8)
Lack of Inter.	7	(5.3)	11	(8.3)	7	(3.7)
Fail. in Pro.	2	(1.5)	0	0	0	0
Unknown	5	(3.8)	56	(42.4)	2	(1.1)
Other	0	0	11	(8.3)	13	(7.0)
Total	23	(17.4)	114	(90.5)	35	(18.7)
Reasons			Non Target Audience			
Moved	0	0	27	(15.1)	Not available**	
New Offense	2	(8.7)	26	(14.5)		
Lack of Inter.	3	(13.0)	14	(7.8)		
Fail. in Pro.	0	0	0	0		
Unknown	0	0	70	(39.1)		
Other	0	0	24	(13.4)		
Total	5	(21.7)	161	(89.9)		
			Totals			
Reasons						
Moved	1	(.6)	53	(17.4)	Not available**	
New Offense	10	(6.5)	36	(11.8)		
Lack of Inter.	10	(6.5)	25	(8.2)		
Fail. in Pro.	2	(1.3)	0	0		
Unknown	5	(3.2)	126	(41.3)		
Other	0	0	35	(11.5)		
Total	28	(18.1)	275	(90.2)		

*Percent of total enrollments as specified in Tables I and II
**Data for non target audience not compiled

Program Services

Each site purported to spend considerable portions of program personnel time on maintaining liaison with community human service agencies. At the intake interviews, coordinators were to ascertain any needs of the clients and refer them to an appropriate agency for service or assistance. Unfortunately, two sites apparently did not keep sufficient records to provide either a qualitative or quantitative assessment of this activity. The Jacksonville site evaluation does contain pertinent data in this area and the reader's attention is called to that report. In particular, it was observed that 124 clients were referred to a broad range of community agencies.

Information concerning the variety of resources that local colleges were able to provide offenders is incomplete in the site reports. Services such as placement, testing, counseling, etc. are suggested as core services the colleges provided program participants. But the data is not consistent across sites and incomplete in certain areas, rendering it impossible to aggregate the data or generalize from the results.

Of prime importance to many clients was the ability of the program to assist them in securing financial aid. Table V demonstrates the type of financial assistance participants received. What is not shown, however, is any discrepancy between the number of needy students and the number who received assistance. The number of financial awards received by target participants in Jacksonville and Charlotte, as a percentage of enrollment, was 83.3 percent and 61.5 percent respectfully. Less than a quarter (17.5 percent) of the Denver target audience received financial assistance.

More interesting is the observation that an equal number of the non-target Denver audience also received financial aid. Apparently Denver had attempted to assist both populations equally (a focus inconsistent with the intents of the program) while the other sites concentrated their efforts on the specific target audience for this project.

The overall evidence depicted in this table is a compelling demonstration of the program's ability to assist clients to locate financial aid. Although the adequacy of the amount of an individual award is not known, the fact that over one-half (55.5%) of the targeted enrollment received financial assistance is a real indication that an essential service was provided to program participants.

TABLE V

FINANCIAL ASSISTANCE AWARDS

	Charlotte		Denver		Jacksonville	
	Target	Non target	Target	Non target	Target	Non target
TYPES						
Grant	32	4	5	8	2	0
Scholarship	1	0	0	0	0	0
Loan	17	0	0	1	52	4
CETA	7	0	1	2	9	0
Voc./Rehab.	18	0	3	4	7	0
Welfare	5	0	11	6	1	0
Salvation Army	7	0	0	0	0	0
Other	23	0	2	1	44	13
Total	110	4	22	22	115	17

Cost Benefit Analysis

In the evaluation of any demonstration project there usually is great interest in and pressure to conduct a cost-benefit or cost-effectiveness analysis. As mentioned earlier, control groups were not established in this project and information about other programs with similar objectives were not secured. Thus, a cost effectiveness analysis is not possible. However, a cost benefit consideration for this program is discussed; even though this type of analysis is more complex and the criteria subject to debate (Chapter V of the Newgate study[7] provides an excellent summary of dissenting views and methodology associated with performing a cost benefit analysis for correctional programs).

Recognizing that there are several inherent problems with using recidivism rates in analyzing the cost benefit of a program, it does, nevertheless, provide a useful benchmark. As described earlier, the average recidivism rate for all three sites was 6.1 percent, or 27 out of 445 for the target enrollment. Recividism, for the purposes of this analysis, was not defined literally but rather included any individual who was charged with a new offense. Obviously, such a broad definition may overstate the actual number of individuals who were eventually found guilty and incarcerated. The recent study by the General Accounting Office (cited earlier) reported a 45 percent failure rate for probationers in four large counties. But, as previously discussed, inferences cannot be made from the current data because of the uncertainty associated with the time

frame. That is, it is quite likely that some of the offenders in the program may have a reinvolvement with the law at some later point. With due regard for this restraint as well as the bias inherent in the self-selection process, it is interesting to speculate that if the recidivism rate for this project actually doubled over time (12.2 percent) and if only one quarter of the difference between the general recidivism average and the project average could be attributed to the effect of the program, the net result would still be an 8.2 percent higher success rate. Thus theoretically, 36 fewer individuals from the target audience alone did not violate their probation, as a result of participation in this program.

The average costs[8] of incarceration for the three states of the demonstration projects was $14.60 per person day or $5,329 per year. Therefore, there is a remarkable hypothetical savings in excess of $190,000. In addition, savings from such other expenses not included in this figure are the cost of crime in terms of damage or loss of property or harm to persons, cost of new rehabilitation efforts, cost of parole, loss of tax revenues, judicial cost, and possible later public assistance expenses.

On a different scale, benefits could be calculated with respect to increased educational levels. As reported in the Newgate project "...the increased tax dollars generated by increasing the convicts' education more than paid the cost to the tax payers of providing that education within 20 years."

Research has consistently reported significant increases in income as

educational levels increase. Although the gap has slightly narrowed in recent years, the most recent data[9] available reveals that estimated lifetime income for males between the ages of 25 and 64 ranged in 1972 from $230,757 (in current dollars) for those with less than 8 years of school to $671,882 for those with 5 years or more of college. Intermediate figures showed $393,151 for those with 4 years of high school and $790,053 with 4 years of college.

It should be remembered that the population of this project is reported not to be very different from the community college population at large. Thus, there is no reason to believe that the relative magnitude of the income differential across educational levels for this population would be any different from the population as a whole. Therefore, the return to society from increased tax revenues by participants who have increased their educational levels is likely to exceed the entire cost of the program over the life of the individuals in the program.

Because offenders have been in this program for only 1 - 13 months, it is impossible to quantify at this point overall increases in educational levels, but we can observe that the large majority of the target audience (Table 3) were enrolled in educational programs; therefore it is logical to assume that educational levels will rise, which will result in higher earnings and taxes paid to federal, state and local governments.

The total budget for this one and one half year project was $207,999, or $467.41 per individual in the targeted audience and $292.13 per

target and non-target participant. Considering services associated with the program were provided at the demonstration sites, it is more appropriate to calculate unit costs with respect to individual project budgets rather than the entire budget. Program continuation cost would not entail the expenses and responsibilities associated with maintaining a national office. Table VI depicts the cost per person at each site. However, the project budgets reported are slightly higher than true continuation cost because modest amounts are included in the budgets for evaluation and staff travel to a national committee meeting, two conferences and two training sessions.

TABLE VI

COST OF PROGRAM PER PARTICIPANT

	Charlotte	Denver*	Jacksonville
Budget	$37,615.00	$37.500.00	$38,402.00
Target Enrollment	$284.96	$297.62	$205.36
Target & Non-target Enrollment	$242.68	$122.95	$152.38

*Includes all referrals who received minimum services as described in the project director's final report.

The total budget for site operations was $113,517, or an average of $255.09 per target participant and $159.43 per total audience served. Such unit costs are remarkably small for the variety of services offered by this program. The cost per offender is considerably less than the cost of

probation, but this program was not designed as a substitute for probation and therefore should not be compared as an alternative rehabilitation activity. In light of the evidence reported in this section, it can be suggested with reasonable confidence that the cost of the program will ultimately be reimbursed to society in the form of increased tax revenues and savings associated with reduced amounts of recidivism.

Comment

It is important to recognize that, as a pilot effort, the Offender Assistance Program served a useful objective by identifying shortcomings in the operations of the project. Thus, it is a positive attribute that a number of problems (with possible solutions) can be highlighted for the benefit of new or continued initiatives in this area. The discussion that follows, therefore, focuses on broad issues rather than matters that appear to be site specific or peculiar to the operation of this program.

The most critical problem in this project was the apparent confusion over the definition of the target audience for the program and the adequacy of the eligibility pool (first-time convicted felons) at each site. Mutual agreement and commitment by all parties must be reached at inception, concerning who the project is to serve and the factual data which demonstrates there is an adequate number of potential clients in a local jurisdiction.

In the organizational structure of any future programs there should be a clear understanding of the roles and responsibilities of the project staff. Written job descriptions will alleviate the confusion associated

with the positions of project director and project coordinator. As noted earlier, a change in titles might also be appropriate to reduce some internal tensions between these positions. More importantly, however, clarification and agreement must be reached about the services and resources that will be provided by the college and the community. A small project staff can not effectively serve the number of clients envisioned in this program unless the counseling, testing, placement, and financial aid offices are actually involved in providing services to program participants. The more costly alternative is to provide such services within the project by employing additional staff.

Every effort should be made in a program of this type to ensure at the outset the understanding, cooperation, assistance, and enthusiasm of court officers. It was suggested that an influential member of the court be appointed as a project advisor (chairperson of the advisory committee) to be a catalyst in sustaining an active referral process.

There was a demonstrated need for the program to be able to assist in providing small loans to referrals with out delay. Any such future program should anticipate these immediate needs of clients and have resources or commitments to accommodate such requests.

The demonstration sites found themselves generally behind schedule during the project. It is believed that three months rather than one month is needed for site personnel to conduct the necessary local planning to implement a project of this magnitude and complexity.

A most disappointing and unexpected problem that surfaced during this project involved the implementation of the evaluation procedures. In spite of an initial agreement among the evaluators about the nature and extent of the information to be gathered at each site, the data reported in many instances was incomplete and inconsistent. For example, the questionnaire measuring program effect along attitudinal dimensions was not administered at the beginning of the Denver program; given to only eight participants in Charlotte; and completed by less than 23 percent of the target audience in Jacksonville, (only 2 individuals who responded to the instrument at both the beginning and the end of the program). Obviously, such a limited sample, without means to check for response bias, renders it impossible to perform a meaningful or useful analysis.

More distressing was the inadequate and inconsistent data reported on academic progress (number of courses taken, credits earned, degrees or certificates), extent and nature of counseling sessions, and the extent to which other resources of the college and the community were able to assist the offender. The evidence from such measures of program outcomes would have permitted a more complete, objective, and factually based assessment of the demonstration project. Such data would also have permitted an analysis which identified the type(s) of offenders who were most successful in this type of program.

Even with the benefit of hindsight, the research design and strategy still appears reasonable. The weakness in the model that is now apparent

is the lack of accountability to ensure that the local evaluation activities were implemented as scheduled. The reminders from Washington about evaluation needs were ineffective. Similarly, the reminder from at least one local evaluator to the site staff was not successful in generating compliance. Simple prescriptive measures for future evaluation efforts are not possible because the issues are complex and the contributing factors and reasons were different at each site. It does appear, however, that at a minimum it would have been beneficial to directly involve the project coordinators at the meeting of the evaluators. Such a session may have enhanced their understanding of the importance of the data they were to collect, the procedures they could use, and the significance of the evaluation effort. In addition, it may have been useful to request interim evaluation raw data to detect any omissions or inconsistencies at an early stage. Finally, on a more punitive level, it may be advisible in the future to write site contracts so funds are withheld until reports and data collection are completed.

Summary

It is difficult to succinctly and definitely offer an overall assessment of the Offender Assistance through Community Colleges Program. The task is complicated by the multi-faceted nature of the project and the incomplete data associated with some aspects of the evaluation. Nevertheless, it can be recalled that the program served 445 target clients as well as an additional 267 non-targeted offenders. The number of

target enrollments at two sites fell short of the objective of 180. But that goal was an arbitrary number and therefore not especially significant.

Obviously, the project was the stimulus for an offender assistance type of program to continue at each one of the demonstration sites. Implementing such a program at the community colleges on a continuing basis was a major objective of the program. It also suggests that the local colleges and probation offices viewed the operation and objectives of the program as sufficiently meritorious to plan for its continuation. It was also noted that the host institutions established special policies to accommodate the unique needs of participants in the program. Program continuation at the three sites will also lend credence to the belief that other communities may look at these programs for possible implementation. Thus the problems and possible solutions enumerated in the management and operations of the program and in its evaluation, will provide the basis for a workable model to implement similar programs in other locales.

The evidence suggests that the activities and leadership provided by the national office were excellent. The conscientiousness and expertise of the project director was essential in maintaining the integrity of the national program through the coordination and monitoring of site operations. Likewise, the dissemination-related activities conducted by the project director were instrumental in promoting the goals and philosophies of the program to a national audience. In particular, the development of a comprehensive literature search, the directory of criminal justice programs in

post-secondary institutions and the Wingspread conference proceedings are valuable references that, after termination of the project, will continue to stimulate professionals in the field to consider using community resources in criminal rehabilitative efforts.

In addition to providing educational opportunities for offenders, the program was successful in assisting clients in securing much needed financial aid. The documentation of services provided to program participants in other relevant areas was inconclusive across sites. However, the sites did demonstrate that collaborative efforts among community colleges, criminal justice agencies and public service agencies could be developed to produce a viable program for offenders. The reader is again reminded to examine the site reports for a complete understanding of the process and outcomes of individual demonstration projects. The number of offenders who prematurely terminated their involvement in the program was no greater than the experience of the community college population at large. The rate of recidivism, very broadly defined, was extremely low, even when considering the time frame associated with the data.

Finally, the cost benefit analysis presented evidence that suggested that the long range net effect of the program would likely return to society its financial investment in the project. Measured against a criteria of "return of investment" this program has fared well. However, the rhetorical questions for this or similar programs are how do you measure the real benefit of preventing just one human being from being reincarcerated, or how do you quantify the contributions of advanced education to the personal and civic life of an individual?

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FLORIDA JUNIOR COLLEGE AT JACKSONVILLE

Evaluator: Dr. Andrew A. Robinson
University of North Florida
Jacksonville, Florida

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Introduction

The Offender Assistance Through Community Colleges (OATCC) project at Florida Junior College at Jacksonville, Florida was one of three such projects operated at selected educational institutions nationwide. The Project was funded by a federal grant from the Fund for the Improvement of Post Secondary Education (FIPSE) Through the American Association of Community and Junior Colleges (AACJC). The other institutions participating were Central Piedmont Community College, Charlotte, North Carolina, and Denver Community College, Denver, Colorado.

Each of the community colleges had the same goals for their eighteen month project. These were 1) to provide full educational, occupational and human service assistance to referrals - first felony offenders on probation - in an effort to break criminal career cycles, 2) to develop collaborative relationships between the colleges and criminal justice agencies in an effort to improve their efficiency and effectiveness in working with these persons, 3) to encourage colleges to develop other programs for clients and employees of the justice system, and 4) to become program models for other colleges.

This report is the evaluation of the project at Florida Junior College at Jacksonville (FJC). This document, along with the two other reports from Central Piedmont Community College and Denver Community College, will be used by the national project director and the national project evaluator as the basis for the national design providing formative data throughout the operation of project and summative data at the project's end, July 31, 1976. The Formative Evaluation, September 29, 1975, and the Interim Evaluation, February 20, 1976, can be found at the AACJC and FIPSE offices.

This report discusses the six program elements of the project: 1) Project Operations 2) Courts 3) Probation and Parole Commission 4) Florida Junior College

5) Community Organizations and Human Service Agencies 6) Clients. The Client section includes the data pertinent to the "Outline of Evaluation Design-Revised" developed by the three site evaluators and the national evaluator. (Appendix I.)

The data used to make assertions in these reports was obtained by visits with representatives of each of the program's elements, conferences on many occasions with the project coordinator and the student services specialist, and a review of program documents. Data in the Client section was obtained through extensive client interview by the site staff, information collected on the Probation Officer's Data Sheet (Appendix A.) and OATCC Admission Interview Form (Appendix B.), and the extensive follow-up and outreach interviews by the specialist and intern.

Project Operations

The Offender Assistance Through Community Colleges project at Florida Junior College at Jacksonville was managed by the project coordinator who reported to the project director, the Dean of Adult Education at North Campus. The coordinator served as a liaison between the college, the criminal justice system and the community; provided academic, career and personal counseling to program participants; and performed various administrative and public relations functions. The project director served as the liaison and administrative link between the College and the project.

Initially, the project was located on the North Campus in a suburban area nine miles from the downtown. Referrals to the project had difficulty with transportation to the North Campus and it was necessary for the coordinator to make appointments to meet clients in the downtown area. After six months of operation, the provost of North Campus, the site project director, and the national project director agreed that the project would function more effectively at the Downtown Campus.

The project was moved downtown in September 1975. The move necessitated a change in project directors. Therefore, the coordinator reported to the Director of TV and Business Education for the remaining twelve months of the grant period. The project director and the coordinator functioned well together and shared mutual respect for each other despite the lack of a clear job description for the project director. A clear job description should have been written specifying the director's supervisory and administrative responsibilities. A comprehensive job description of the project coordinator is attached. (Appendix C.).

The project director reported to the Dean of General Studies. She in turn reported to the Downtown Campus Provost. The provosts of all four campuses report to the Vice President for Campus Operations and then to the President of the College.

Moving the project downtown had advantages and disadvantages. An advantage was the central location, close to the courts, the Probation and Parole Commission and all

transportation lines. However, the Downtown Campus was temporarily located in inadequate facilities pending the construction of the new campus in March 1977. The project shared the existing facilities and will move into the new building when completed.

As the program grew to over 125 target referrals in February 1975, the follow-up and outreach on the clients became a full time job for the coordinator and the project secretary. Moreover, program files were becoming difficult to manage. The coordinator was aware of these deficits and therefore petitioned the national project director and the funding source, FIPSE, to allow unexpended salary money to be used to employ a part-time student services specialist and later a master's intern.

The specialist provided follow-up and outreach for program participants in person or by phone. She also collected and compiled the necessary client data for this evaluation. The master's intern was available for counseling, coordinated the tutors, and conducted various job skills activities. (Appendix C.).

The advisory committee could also be considered "staff". They provided important feedback by constructively criticizing the program, by being supportive of program staff and activities, and by influencing agencies with letters of support. Members of the advisory committee were:

Judge Susan Black
Circuit Court Judge
Fourth Judicial Circuit
Jacksonville

Thomas Blue
Assistant Principal
Fernandina Beach Jr. High

Ida Cobb
Planning Assistant
"Need Help?"
Jacksonville Council on
Citizen Involvement

Tom Marks
Counselor
Probationer's Residence Program

Jacqueline Mongal
Jacksonville Area
CETA Coordinator
Florida State Employment Service

Merle Davis
Supervisor
Florida Parole and
Probation Commission
Jacksonville

Sam Folino
Office Manager
Allied Timber Company

Sandra Hansford
Counselor
University of North Florida
Co-Op & Placement Office

Chaplain Bob Harbin
Chaplain
Duval County Jail

Rep. John Lewis
House of Representatives

Don McClure
Director of Human Resources
City of Jacksonville

John Rivers
Criminal Justice Planner
Region IV
State of Florida

Dave Russo
Vice President
Jacksonville Jaycees

Doris Scott
Chairman of Guidance
Raines High School

Richard Strauss
Senior Systems Engineer
IBM

R.T. Struzenberg
Branch Manager
IBM

Marcia Tankersley
Center Director
Women's Probation Residence

Senator Alan Trask
Florida State Senator
Fort Meade

Allen Williams
Minister

The public relations and general dissemination functions of the project were well tailored to the low key model needed on the local level. The project information was distributed to the right people: the judges of circuit court, the Probation and Parole officers and the College administration. On the national level, the project participated in several national conferences, the First National Conference on Alternatives to Incarceration in Boston, the project's own conference, Wingspread in Racine, Wisconsin, the Southern Conference on Corrections in Tallahassee, American Association of College Trustees in New Orleans and the State of Florida Education Occupational Standing Committee in West Palm Beach.

Brochures and newsletters were produced and disseminated with a flair for innovation. Expansion of the mailing lists was accomplished so that representatives of the

program elements could be informed.

There has been adequate evidence that internal coordination exists locally and with Washington. Washington has been responsive to the program and Florida Junior College has been a cooperative site. There was cordial and frequent communication between the national project director and coordinator. The national project director's site visits were favorable received by Florida Junior College administrators, by the President of the College and the project's advisory committee. The national project director has kept the coordinator up to date on conferences and other opportunities: he suggested she write an article for Target Magazine and invited her as a plenary speaker at the Wingspread conference. The cooperative relationship between Washington and Jacksonville has been beneficial to the site project staff.

FLORIDA JUNIOR COLLEGE PROJECT STAFF 2/1/75 to 7/31/76

NATIONAL PROJECT DIRECTOR
James R. Mahoney.

DIRECTOR
Peter B. Wright, Dean Adult and Continuum Education
February 1975 to August 1975.
Paul C. Trautmann, Director, Business Education and T.V.
Instruction September 1975 to July 1976.

COORDINATOR/COUNSELOR
Carol S. Miner.

SECRETARY
Terry Roberts, February 1975 to August 1975.
Betty M. Watts, September 1975 to July 1976.

STUDENTS SERVICES SPECIALIST
Mickey K. Bumbaugh, March 1976 to July 1976.

INTERN
Lane Welch, April, April 1976 to June 1976.

FLORIDA JUNIOR COLLEGE LEADERS

PRESIDENT: Benjamin R. Wygal, Ph.D.

PROVOST: Ezekiel E. Bryaant, Ed.D, North Campus.

PROVOST: Edgar C. Napier, Ed.D, Downtown Campus.

DIRECTOR: Steven R. Wise, Ed.D, Resource Development.

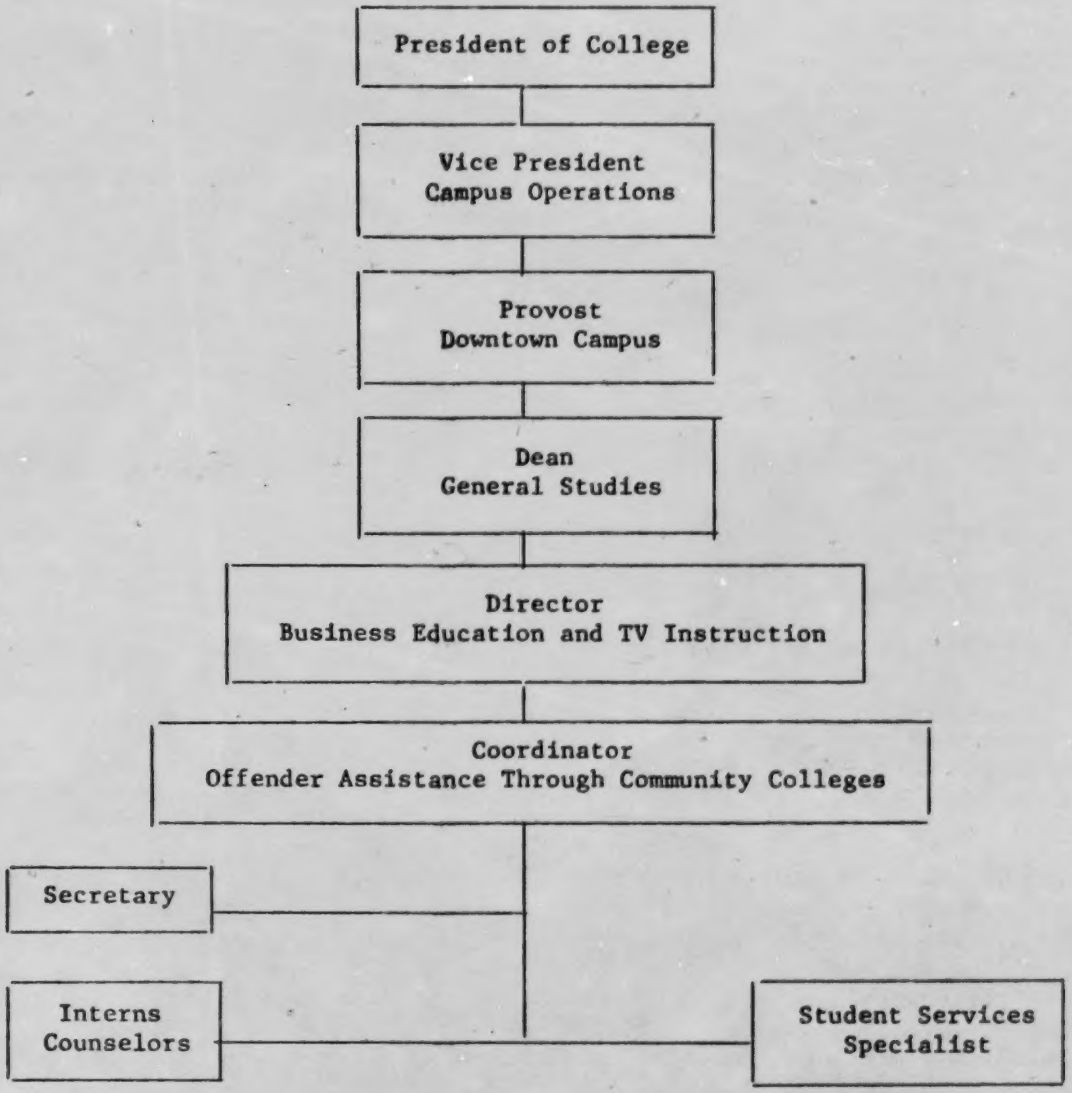
DIRECTOR: Jeffrey A. Stuckmann, Ed.D, Institutional Research.

PROBATION AND PAROLE COMMISSION

SUPERVISOR
Merle D. Davis

LIAISON OFFICERS
Alan Ketchum, March 1975 to March 1976
Tony Philcox, March 1976 to July 1976.

FLORIDA JUNIOR COLLEGE
at JACKSONVILLE
ORGANIZATIONAL CHART



Courts

The courts were an important element of the Offender Assistance Project. Judicial support and confidence was necessary for the project to operate successfully. The coordinator made the appropriate contact with the Chief Judge of the Duval County Circuit Court and two of the four judges in the criminal division. The circuit court judges agreed that the program should work with the Probation and Parole Commission as its prime referral source since probation officers would be responsible for probationers after adjudication and would be aware of whether or not the offenders fit the grant criteria.

The program involved the judges from the onset. Judge Everett Richardson was a key speaker at the OATCC coordinator's training session, First National Offenders Education Workshop held at Florida Junior College in March 1975. Judge Susan Black became a member of the advisory committee and participated in the OATCC national conference, Wingspread, in Racine, Wisconsin in April 1976. In an interview with the evaluator, the Chief Judge, Major Harding spoke highly of the project activities.

Thus, the project working directly with Probation and Parole did not, nor should it, eliminate the involvement and interest of the courts. Lines of communication were maintained by having Judge Black on the advisory committee. She received all reports, minutes and bulletins. She supported the project's refunding efforts by her letters to key grant committee members.

The success of the project can be attributed in large part to the confidence the courts had in FJC, the project coordinator and the philosophical base of the project. Rapport and communication were well maintained but it is suggested that the project's mailing list be expanded to update all the criminal court judges.

Probation and Parole Commission

The Florida Probation and Parole Commission in District 04, Duval County, was supportive of the project from the first grant application. Merle Davis, supervisor, wrote an enthusiastic letter of support (October 24, 1974) to the American Association of Community and Junior Colleges to attach to FJC's proposal. When the grant was implemented, he affirmed his support by designating a probation officer to serve as liaison to the project and by actively participating on the advisory committee.

Serving approximately 6,500 offenders in the Jacksonville metropolitan area are 51 probation officers and nine supervisors. Probation officers referred over 272 target and non-target clients. Ninety-two percent of the probation officers have clients participating in the program. The following chart illustrates the number of referrals per month. The largest number of referrals occurred in pre-registration and registration months.

Total Referrals Per Month From Probation & Parole Commission

	Target: First Time Felons On Probation	Non-Target: All Other Offenders Referred	Total
April 1975	7	4	11
May 1975	7	2	9
June 1975	8	1	9
July 1975	8	3	11
August 1975	19	6	25
September 1975	9	3	12
October 1975	16	3	19
November 1975	14	7	21
December 1975	7	2	9
January 1976	19	7	26
February 1976	12	6	18
March 1976	15	12	27
April 1976	19	9	28
May 1976	15	11	26
June 1976	8	13	21
July 1976			

Referral procedures were developed and coordinated with the Commission. The Commission emphasized the importance of minimal paperwork for referral procedure. The referral procedure evolved from an exchange of letters and the P.O. Data Sheet (Appendix A.)to simple follow-up phone calls with no paperwork for the probation officer to complete. Telephone communication between the project coordinator and probation officers remained frequent (at least 7 per week) and congenial throughout the project. The probation officers interviewed by the evaluator were aware of the program and each spoke positively of the responsiveness of the coordinator.

The projects goal of 180 target referrals by project's end (7/31/76) was reached in June. Non-target referrals - parolees, multiple offenders, misdemeanents, and juveniles - were served by the project in an effort to answer the requests of probation officers for expanded program services and resources.

Evidence of the positive attitude and support that the Probation and Parole Office had toward the project may be seen in the letters supporting refunding sent by the supervisor of the Commission District. The supervisor attended the Wingspread Conference, at his own expense; he endorsed and participated in a Reality Therapy workshop sponsored by the project; and he approved requests for project staff to attend Probation and Parole staff meetings where representatives of the drug abuse and offender employment programs are not allowed to attend. The supervisor encouraged staff meeting participation and he believes that the Offender Assistance Program information is beneficial to his officers.

A major concern of Probation and Parole was the program overloading the officer's with paperwork. The program solved the problem by not requiring any paperwork; information was taken over the phone. In other locations it might be advantageous to house a secretary at the Commission to perform clerical duties within the Commission if the program requires additional paperwork for the officers.

Florida Junior College

One measure of success in the Offender Assistance Through Community Colleges project is the extent of support and cooperation given by key college leaders. These leaders viewed the project as an opportunity to implement its philosophical stance: to provide "support and opportunity for innovation, experimentation and development of new curricula, media, and approaches, through special programs."

The college made an all out effort to obtain the OATCC grant. Community and college support was gathered including the State Attorney General, members of the judiciary, criminal justice professionals, deans and directors of the college. These commitments from the criminal justice system and the college were beneficial to the project when it began operation.

The project's high visibility lasted only briefly. The program needed to be low key both in the community and the college. Though the project had very low key publicity throughout the college, the trustees and administration were aware of the program and were helpful in implementing the project's activities. They were not, however aware of who was involved in the program since the project's policy assured confidentiality to all participants. This confidentiality guaranteed that participants would be "students" and not "offenders" on the campus.

Initially, the coordinator sought to formally involve college counselors in the project's counseling and outreach function. The counselors did participate in the training session given by the Bureau of Prisons at the First National Offender Workshop in March 1975 and were helpful in selecting testing instruments and information for us. However, because of their schedules and their view of confidentiality they were reticent to commit themselves to the necessary follow up data. College counselors do not keep records and were hesitant to report to a program that needed follow up data and outreach. Most counselors stated they would be available if the student made an appointment to see them. Two counselors were very involved in the project operations.

The most important evidence of college support was the special override priviledge given the project. FJC's student enrollment has grown faster then its legislative apportionment, necessitating a cut or "cap" in enrollment which effected the open— entry, open— exit classes. This override is particularly important to the OATCC program since referrals are placed on probation all months of the year and not just registration time. With the override, program participants could enroll in the vocational and high school programs at any time.

Clients in the high school and vocational programs received financial aid through the efforts the Florida Junior College Foundation. The director of the Foundation solicited $2500.00 from IBM for tuition and books for program participants.

The college was committed to refunding the project. The Director of Resources Development, the Director of Institutional Research, the project director and coordinator devoted many hours developing 3 grant proposals, one to the Lilly Endownment, another to the Selby Foundation and one to the CETA which was funded.

The college paid transportation to Indianapolis for a presentation to Lilly and to Sarasota for a presentation to the Selby Foundation. Each of the three proposals contained college matching funds. The CETA proposal which was funded for $29,500 was matched with $22,000 from college funds. The CETA 106 Governor's Discretionary Funds will finance the program until June, 1977.

Other financial support given to the project include: paying per diem and transportation to Boston for the 1st National Conference on Alternatives to Incarceration, and providing tuition assistance for the coordinator's Master's program.

The college administration supports the program. Moreover, the President of the college is proud of the program as evidenced by his invitation to the coordinator to be a presenter at a workshop entitled "Exceptional Education Programs" to the American Association of College Trustee in New Orleans. The President was a main speaker at the Wingspread Conference. It is obvious that Florida Junior College trustees and officers viewed the project as a important expression of the institution's philosophy.

Community Organization and Human Service Agencies

The Offender Assistance project spent the first two months of operation building a network of community resources for clients. This proved to be time well spent as 68% of the clients were referred to community services before or while they were pursuing their educational goals.

The staff obtained a large number of services from the many community organizations and agencies that were contacted. They included the Salvation Army, City Alcohol Program, Bethesda Center, National Alliance of Business, Business Opportunities Assistance Training, Child Welfare and Protective Services, City Rescue Mission, Community Correctional Center, Community School, Criminal Justice Planning, Crisis Center, Division of Youth Services, Department of Human Resources, Council on Citzen's Involvement, Victim's Advocate Program, and City Welfare. (Figure 5).

The project also provided some of its own resources through the Human Potential Workshop. Representatives of agencies and businesses presented valuable information i.e. the Florida State Employment Service sent a representative to inform the program clients of the federal bonding procedures and general employment outlooks, and businesses sent personnel managers to role play interviews. The workshop also included experience in job skills, communication skills, and budgeting skills taught by different professionals. (Appendix F.).

In June 1976, the project sponsored a Reality Therapy Workshop for criminal justice and community services professionals. The workshop was in response to interest expressed in counselor training. Participants from 15 different agencies were involved.

All evidence indicated that excellent rapport existed between the project and community agencies. The utilization of community services is discussed in depth in the Client Section.

INTRODUCTION

During the period February 1975 through June 1976 the OATCC project served over 272 offenders 183 of whom were target offenders: first felony offenders on probation.* Fifty-two percent of these 183 target clients were convicted of crimes against property; twenty-seven percent were convicted of crimes against the person; and twenty-one percent had victimless crimes. Data are not available on the non-target clients who utilized the project's services because follow-up time was spent with the target group only. The research design did not contain an identified control group, rather the clients were compared to (1) the FJC college credit general population, and (2) the probation and parole general population.

Most clients were referred to the program by their probation and parole officers; but the clients themselves made their own appointment and came in for their initial or intake interview. During this interview, the coordinator assessed the needs of the client and together they developed a plan of action to continue the client's education using the OATCC Admission Interview Form. (Appendix B.) A statement of educational, occupational and personal goals was taken during the intake interview. Some examples were: to obtain a high school diploma, to take some courses in preparation for the GED, to take college credit for an A.A. degree, to take carpentry, or to learn a skill. The client's success in meeting a goal was described by a progress continuum.

PROGRESS CONTINUUM

With this model, the staff showed that success is meaningful in terms of a continuum, individual differences, and phenomenological situations. The model defined participation in an educational setting in broader, more humane terms than is indicated by in-out or completed-incompleted. The model made possible the evaluation of the client's progress in an eighteen-month long project in a junior

*adjudicated guilty or adjudication withheld.

college where educational goals often require twenty-four months or longer to complete. By developing the model in this fashion, problem areas of the clients were recognized and dealt with, and in many instances the client was able to begin or to continue class with the help of the staff.

The continuum contained the following categories: Legal Reinvolvement (Incarcerated or Arrested); Intake Only; Stopped Out; Waiting to Start Class; In Class; and Completed Goal; Successfully Completed Probation and Unknown .

Diagram 1

Location of Total Target Population N-183
On Progress Continuum, June 30, 1976, Months 1-14

1. Legal Reinvolvement		2.	3.	4.	5.	6.	7.	8.	
Incarcerated	Arrested	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal	Successfully Completed Probation	Unknown	Total
8	12	37	32	21	38	7	11	17	183
4%	6%	20%	18%	12%	21%	4%	6%	9%	100%

The following definitions explain the above categories shown in Diagram 1. Also included within the definitions are profiles of the clients in each category.

1. LEGAL REINVOLVEMENT. Twenty clients, or 10% of the 183 target group, became reinvolved with the law after entering the program and were either Incarcerated or Arrested. Eight clients were incarcerated in the State Prison; ten were arrested and sent to the City Jail's holding tank. Two clients were arrested, then released, and went back to class. Twelve of these clients had high school or GED educational goals; four had college credit goals and four had vocational/technical goals.

   The average age of the person who became incarcerated was 23. He was black, male, unmarried and not employed when he came into the

program. His employment status at the time of rearrest is not known. On the OATCC Admission Interview Form, the client reported that he felt that he would complete his new educational goal and that he had initially quit high school an average of six years before he came into the FJC program. He stated that he quit for reasons of "lack of interest in school work, financial (work), and expulsion." He described himself as a C-D student and either left blank the answer to the question, "Who encouraged you to return to school?" or stated that someone other than himself encouraged him to return to school.

Thirty-five percent of these clients needed community services and fifteen percent had multiple community service needs. (Figure 4). The most frequest need mentioned was the need for counseling. (Figure 3).

2. INTAKE ONLY. Thirty-seven clients, or 20% of the 183 target population, never proceeded beyond the intake interview. Fifty-four percent of these 37 clients never completed plans because they became employed and felt that they could not handle both attending school and keeping a job. (Figure 8). Sixty percent of this Intake Only group qualified for academic or career programs and were probably more employable than the remainder of the group who were registering for high school and GED programs.

Fourteen, or 38% of the people, in this group were identified as needing community services and the most frequently requested service was for the need for family and personal counseling. The next most frequent request, community service, was for child care and financial assistance to help with general living. (Figure 3). Sixteen percent of this group had multiple needs for community services. (Figure 4).

3. STOPPED OUT. The underlying issue in the study of the clients was the definition of "success" and "dropout." During the follow-up it immediately became apparent that "dropout" did not have much meaning in terms of the traditional definition which indicates that a dropout is one who quits or leaves school. Many students were showing good motivation and were taking positive steps to improve themselves; however, they were not in class. In the community college it is common for students to begin class, then stop, take a course, stop out for a period to adjust to a job, get married or divorced, travel, join the military or do something other than continue a two-year degree program. (Diagram 2).

STOPPED OUT in the OATCC project means that the client began class, then stopped attending and did not return by June 30, 1976. Thirty-two, or 18% of the target group, fell into this category.

Two-thirds of the STOPPED OUT group did so for positive reasons such as employment and the need for community services for counseling and financial help. Fifty-three percent of the STOPPED OUT group were employed (Figure 8) and 63% needed community services. (Figure 3). Twenty-five percent of these clients had multiple needs. (Figure 4). Most of these clients had serious personal and family problems that required in-depth therapeutic relationships in addition to having other community service needs. This group had the most clients with multiple needs and had the most requests for counseling as compared to the total target group.

One-third of this group stopped going to class for negative reasons, simply because they were not motivated to stay in school and did not care about obtaining additional education. All of the people who quit for negative reasons came from the vocational/technical, high school and ABE group. (See Appendix D. for further documentation on these positive and negative reasons.)

Two clients died as a result of homicide. One committed suicide.

4. WAITING TO START CLASS. Twenty-one clients, or 12% of the target group, completed the intake interview and were not officially enrolled in class. At project's end they were succeeding as far as possible without ever being in class. For example, these students were waiting for registration for next term, sending for required transcripts, or were working with a tutor in preparation for a class. These students were at an ebb, waiting for paperwork to be completed before they could enter class. Some of these students were also studying on their own to pass the GED.

Thirty-eight percent needed a community service, the most frequent community service need being for medical help. Ten percent had multiple needs. (Figures 3 and 4).

5. IN CLASS. Forty-eight percent of the clients attended class during the project period. However, on June 30, 1976, thirty-eight clients, or 21% of the target group, were attending class. Nine clients were female and twenty-nine were male. Moreover, fifty-three percent of the IN CLASS group were working on high school programs, 26% on academic programs, and 21% on career programs. Forty-seven percent of the IN CLASS group were employed and attending school at the same time. (Figure 8).

Forty-two percent of the IN CLASS group were identified as needing community services. The most frequent community service need was identified as financial help other than for education. The second most frequent community service need identified was for counseling assistance. (Figures 3 and 4).

After their initial intake interview, two-thirds of the IN CLASS group had direct contact with the project's outreach specialist.

6. COMPLETED GOAL. Not enough time has passed for 96% of the clients to have completed their stated educational goals.. Many of the goals were two-year plans and the project lasted eighteen months. However, as of June 30, 1976, seven clients, or 4% of the target group, had completed their educational goals. Of the seven clients who achieved their stated educational goals, three received high school diplomas, three completed college credit academic goals and one completed the welding course. The average client in the COMPLETED GOAL group was 24, male, unmarried and not employed at intake. However, he became employed during the project. Twenty-nine percent of this group were identified as needing community services, the most frequent identified request being for counseling. (Figure 3). Fourteen percent had multiple community service needs. (Figure 4). Approximately one-half of this group were armed forces veterans.

All the people in this group reported on the OATCC Admission Interview Form that they would complete their goals. These students initially left high school either to join the military or because of lack of interest in high school. They had been out of school an average of five years before entering the FJC program and they described themselves as B-C students. Without exception, the students in this group stated on their OATCC Admission Interview Form that they, themselves, were motivated to return to school. This is obviously different from the response given by the incarcerated clients who stated that someone else had motivated them.

7. SUCCESSFULLY COMPLETED PROBATION. Eleven, or 6% of the target group, successfully completed their probation during the project.

8. Unknown. Seventeen, or 9% of the target group could not be located by the follow-up specialist.

PROFILE OF OATCC CLIENT

The typical OATCC student is 19.5 years old, seven years younger than the average FJC student. About 80% of the program participants are male and 20% are female. Ten percent are veterans. Fifty-three percent are white and 59% were unemployed when they began the program. Over half (59%) are high school dropouts who largely enroll in high school, Adult Basic Education and GED programs. About one-third are enrolled in the college credit area and the remainder are in the vocational and technical courses. (Appendix E.).

"The typical student enrolled in college credit courses at FJC during the 1975-76 academic year is a single, white freshman who resides in Duval County and is enrolled part time in an Associate in Arts (AA) degree program. The total

> college credit enrollment for the 1975-76 year is 19,169 with a slightly larger percentage of males over females. This figure reflects 6,856 full-time students and 12,313 part-time students, and more than twice as many freshmen as sophomores. During the current academic year which ends July 30, there are 13,188 students enrolled in AA degree programs, 4,197 in Associate in Science (AS) degree programs and 334 in certificate programs. There are also 1,450 classified as non-degree-seeking students. Of these enrolled in AA degree programs, the majority is taking general college courses, while in the AS degree programs, more students are enrolled in technical nursing than in any other program. Certificate programs with the largest enrollments are clerical, medical laboratory technology, computer operations and dental assisting programs. While the majority of students is white, more than 20 percent of the students enrolled in college credit classes at FJC this year are classified as American Indian, Black, Asian, Spanish surname or other racial origins. Approximately one out of every seven students is a recent high school graduate. The average student age is 27. Although the majority (10,478) of both male and female students is single, there are many (7,135) married students enrolled in college credit courses. The remainder are classified as divorced,

widowed, separated or non-respondents. A total of 4,062 veterans is currently enrolled in college credit classes at FJC, representing a slight decrease (48 students) from last year. This is due to the application of the standards of progress, primarily academic and attendance standards, as required by the State Approving Agency under the Florida Department of Education according to Guy Kerby, Director of Veterans Affairs at FJC. More than 16,700 residents of Duval and Nassau counties are enrolled in college credit courses at FJC this year, in addition to almost 1,700 students from other Florida counties. There are also some 677 out-of-state students and 42 foreign students. With the exception of Hawaii, Utah and Vermont, all 50 states in the Union are represented in the FJC student body." *

*Profile of Typical FJC Student: White, Single, Freshman
FJC Office of Information Services and Publications. July 19, 1976.

OUTREACH METHODS AND DATA

INTRODUCTION

The counseling process was an important element of the program. The process began with referral from the probation officer to the client. The client then personally called the program coordinator and an appointment was arranged. Next, during the intake interview, individual programs were designed by both the program coordinator and the client. During the first 13 months of the project, it was the responsibility of the client to contact the coordinator for additional help after the intake procedures.

During the last five months of the project, an outreach student specialist and an intern contacted the clients by telephone and/or letter to offer further assistance and to inquire about the client's progress. Two-thirds of the IN CLASS group received direct assistance in solving personal and educational problems in this manner. Additional outreach of the project included personal interviews, periodic newsletters, several job skills workshops and a human potential workshop. (Appendix F.).

As a result of all the outreach methods, the project got a better estimate of the client's status than would have been known without such outreach. The following data is based largely on the outreach contacts with clients.

CONTACTS

Telephone calls made to the living quarters or place of employment of the client, returned telephone calls by the client, personal interviews and letters represent the nature of contacts made by the staff. The purpose of the outreach contacts was to inform the client that the project was still interested in knowing about his progress and that the staff was still available to assist him in making adjustment to school. This personal, verbal communication was judged

by the staff to be more effective than collecting data that require reading and writing skills. Verbal communication was deemed more revealing because many of the clients did not have basic reading and writing skills. Forty-five percent of the clients were in ABE and high school programs. (Appendix E.).

Figure 1 illustrates the number of outreach and follow-up contacts with the clients made by the student specialist and intern. The specialist worked 26 hours per week for five months and the intern worked 40 hours per week for ten weeks.

Figure 1

Outreach and Follow-Up Contacts
by Specialist and Intern, 3/76-6/76

Location of Client on Progress Continuum	Number of Clients	Number of Contacts Made with Clients	Average Contact Per Client
Legal Reinvolvement	20	28	1
Intake Only	37	113	3
Stopped Out	32	67	2
Waiting to Start Class	21	54	3
In Class	38	89	2
Completed Goal	7	14	2
Successfully Completed Probation	11	23	2
Unknown	17	35	2
Total	183	423	2

The largest number of contacts was made with the INTAKE ONLY group, with an average of three contacts per client. The clients in the WAITING TO START CLASS group also had an average of three contacts each. Those who SUCCESSFULLY COMPLETED PROBATION and those who were UNKNOWN did not receive personal follow-up contacts. In those two categories family members and/or probation officers were consulted in

58 futile attempts to locate the client. Eighty-five percent of the target group received at least one outreach contact. The average number of contacts was two and those contacts were usually initiated by a staff person.

A telephone call lasted from five to fifteen minutes; personal contacts averaged one-half hour. Despite the fact that 45% of the entire target population did not have telephones, messages were left with neighbors, relatives, employers, and friends and the clients eventually returned the call or came into the office. Figure 2 illustrates the number and percentage of clients who do not have telephones.

Figure 2.

Percentage of Clients Who Do Not Have Telephones

Location of Client on Progress Continuum	Number of Clients	Number of Clients Without Telephones	Percentage of Clients Without Telephones
Legal Reinvolvement	20	6	30%
Intake Only	37	17	46%
Stopped Out	32	16	50%
Waiting to Start Class	21	5	24%
In Class	38	11	29%
Completed Goal	7	3	43%
Successfully Completed Probation	11	8	73%
Unknown	17	9	53%
Total	183	75	41%

Follow-up letters were also sent asking the client to contact the staff. (Appendix F.). Information received from all these contacts was verified with family members, probation officers, faculty and school counselors. A Check Sheet for Follow-up was developed for the interviewer's use. (Appendix G.).

COMMUNITY SERVICES

During the outreach contacts, the staff reassessed the community services needs of the clients. These needs are summarized in Figure 3 which shows that the most frequently mentioned need was for counseling. Counseling was needed in situations such as: death in the family, use of drugs and alcohol, lying, divorce or divorce in process, parental problems, having responsibility for the care of ill family members, moving from the area, poor memory and obvious inability to follow simple directions. For the purposes of this report, the above mentioned situations are all grouped together as "need for counseling" because specific clinical diagnosis of the exact reason that counseling was needed was beyond the scope of the project.

The second most frequently requested need was for financial help. The need expressed was for finances for general living over and above the financial aid given for education.

During the 18 month project, students received financial aid as follows:

1. BEOG applications were issued to 86 clients registering for vocational/technical and college credit programs. The average BEOG Grant was $800.00.
2. Nineteen students received Veterans Administration Benefits.
3. A Florida State Loan was given one client in a college credit program.
4. CETA funded seven vocational/technical and college credit students.
5. Vocational Rehabilitation assisted eight vocational/technical, college credit and high school students.
6. The Florida Junior College's Foundation assisted the clients through a grant from IBM as follows:
   a. $732.42 was given to 35 people for books at an average of $20.93 per person.
   b. $1,507.08 was given to 57 people for tuition at an average of $26.44 per person.

The third most frequently mentioned problem was that of illness, i.e., the need for eyeglasses, dental care, weight control, or general health. Generally, the expressed health need was physical rather than emotional. The fourth need mentioned was for transportation. Jacksonville is a geographically large city, 860 square miles, the second largest in the nation. Therefore, inexpensive public transportation is not well developed nor readily available.

Figure 3

Community Services Needed by Clients
by Frequency of Request

Location of Client on Progress Continuum	Number of Clients	Number of Requests for					
		Counseling	Money	Medical Attention	Transportation	Child Care	Tutoring
Legal Reinvolvement	20	5	4	1			
Intake Only	37	7	4	3	2	4	2
Stopped Out	32	15	7	5	5	2	1
Waiting to Start Class	21	3	2	5			
In Class	38	7	9		4	1	3
Completed Goal	7	2	1				
Successfully Completed Probation	11						
Unknown	17						
Total	183	39	27	14	11	7	6

It is apparent that the COMPLETED GOAL group needed fewer community services than the STOPPED OUT group. The COMPLETED GOAL group also had fewer needs than the LEGAL REINVOLVED group; however, data are not complete for the LEGAL REINVOLVEMENT group simply because 11 of the 20 clients in this category were incarcerated or arrested before the research data gathering began. Friends, relatives, and parole officers did not share information about this group.

Figure 4 shows that 63% of the STOPPED OUT group expressed a need for community services. The group requesting the fewest community services was the COMPLETED GOAL group (29%).

Figure 4

Percentage of Clients Needing Community Services

	Legal Reinvolvement	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal
Percentage of clients needing a community service	35%	38%	63%	38%	42%	29%
Percentage of clients having multiple needs	15%	16%	25%	10%	11%	14%

Thirty-seven percent or 67 of the total population were identified as needing a community service during the final six months of the project; thirty-six percent of the total group had multiple needs ranging from two to four community service needs.

Throughout the project provisions were made to refer at least 125 (68%) clients to community services as illustrated by figure 5.

Figure 5

Number of Referrals Made Out of the Project Into Community Services

Types of Referrals April, 1975, through March. 1976, by Coordinator:

Alcoholic Anonymous	1
City Rescue Mission	1
Family Planning	1
Housing and Urban Development	1
Learn to Read	1
Suicide Prevention	1
Volunteer (General 1 on 1)	1
Child Care	2
Salvation Army	2
Vocational Rehabilitation	2
Jacksonville Youth Employment Program	3
Urban Skills	5
Special Services	6
State Employment Service	6
Testing (Other than Kuder)	6
Tutors	6
Walnut House	6
Comprehensive Employment Training Act	7
Welfare	8
Counseling (Campus and Other)	9
Food Stamps	9
Job Placement (College, Direct)	14
Human Potential Workshop	17
	115

Types of Referrals March, 1976, through June, 1976, by Specialist and Intern:

Child Care	1
Job Placement Off Campus	1
Counseling on Campus	2
Job Placement on Campus	2
Learn to Read	2
Special Tutoring	2
	10

Total: 125

Figure 6 shows that 61 clients had prior agency contacts. Fourteen, or 22% of these 61 clients, had resided in a half-way house provided by Probationers Residence. Another sixteen had received services from: Jacksonville Drug Abuse (8), Bold City Residence (4), and Springfield House(4).

Figure 6
Number of Clients who Had
Prior Agency Contacts

Source	Number of Clients	Nature of Services
Probationers Residence	14	Half-way House
Jacksonville Drug Abuse	8	Rehabilitation
Division of Vocational Rehabilitation	8	Voc. Rehabilitation
Walnut House	6	Ex-Offender Employment Service
Division of Family Services	5	Counseling and Referral
Bold City Residence	4	Probationers' Half-Way House
Springfield House	4	Half-Way House
Alcoholic Anonymous	2	Rehabilitation
Florida State Employment	2	Employment Services
Legal Aid	2	Counseling
Hospital Day Care Program	2	Psychiatric Care
Medical	2	Physical Health Care
Division of Youth Services	1	Juvenille Superv.
Job Corps	1	Employment Opport.
	61	

VETERANS

Nineteen clients, or 10% of the target group, were veterans. Figure 7 shows the comparison of the veterans to the total group on the progress continuum. Noticeable differences are evident in the categories of LEGAL REINVOLVEMENT, STOPPING OUT, WAITING TO START CLASS and COMPLETED GOAL.

Figure 7

Comparison of Veterans to
Total Group on Progress Continuum

	Legal Reinvolvement	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal	Off Probation or Unknown
Veterans	5%	21%	26%	5%	16%	16%	11%
Total Group	10%	20%	18%	12%	21%	4%	15%

One veteran was Arrested: he had severe health needs resulting from an injury in Viet Nam which precipitated his leaving school prior to his arrest. Four of the veterans were INTAKE ONLY clients: the reasons they did not complete their educational plans were: staying in school was terms of probation rather than their own wish, moving from the area, not interested in school, and mental health needs. In the total population of 183, the primary reason that the clients remained INTAKE ONLY was because they got a job.

All five veterans who STOPPED OUT did so for positive reasons: getting a job, death, moved from the area and need for counseling.

The one veteran WAITING TO START CLASS was preparing himself for the GED. Three veterans were IN CLASS and none of them requested a community service. Three of the seven clients who COMPLETED A GOAL were veterans.

One veteran could not be located by the project staff or by his probation officer; another SUCCESSFULLY COMPLETED PROBATION and his situation was not studied.

EMPLOYMENT

At the end of the project's fiscal year, 97 or 53%, of the target population were employed, as compared to 75, or 41%, who were employed when they came into the program. This was a net increase in employment of 12%. No attempt was made to distinguish between part-time and full-time employment.

Seventy-two (39%) of the total group got their own jobs. Fourteen (8%) got jobs through direct services from the specialist and/or intern working alone or together with the following resources: CETA at Florida Junior College, Walnut House, Urban Skills Center and work study programs. Eleven (6%) got jobs through obtaining further skills from Florida Junior College educational programs. It is not known what services were extended to clients through public employment services other than that two clients had prior agency contact there.

Figure 8

Percentage of Clients Employed at Project's End
by Location on Progress Continuum

Legal Reinvolvement	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal
Unknown	54%	53%	50%	47%	57%

Attending school and/or getting a job was terms of probation in all classes. When a client did get a job, he often changed his mind about his education. Fifty-four percent of the INTAKE ONLY group never started class because they got jobs; 53% of the STOPPED OUT group quit school because they felt they could not handle both school and a job. However, 47% of the students IN CLASS were also employed.

There is no significant difference in employment among the categories, therefore a study was made to ascertain whether or not being married and being a head of a household was a factor in determining whether or not the job had more importance than continuing education. The information in Figure 9 reveals that there is very little difference in the marital status among the categories.

Figure 9

Marital Status of Clients
by Location on Progress Continuum

	Legal Reinvolvement	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal
Single	75%	73%	69%	62%	74%	72%
Married	15%	22%	25%	38%	21%	14%
Divorced	10%	5%	6%	0%	5%	10%

SUMMARY

In summary, one measure of the success of the program in meeting its objectives is how well the clients fared as compared to (1) the FJC college credit general population, and (2) the probation and parole general population.

In the total Florida Junior College student population, 19% do not follow through after registration. In the OATCC project, 20% of the clients do not follow through after intake. Florida Junior College statistics show that 37% of the general college population stop out in their first term and that 55% stop out during their first year. Of the non-returning credit students, three most common reasons listed for not returning were: (1) lack of finances, (2) acceptance of full-time employment, and (3) other overriding commitments. Eighteen percent of the OATCC clients stopped out during the project. The most common reasons given were: (1)

acceptance of full-time employment, (2) need for community services, and (3) lack of finances.

Four percent of the students who enrolled in Florida Junior College college credit courses during the Fall Term 1973 graduated, and over 45% of FJC students seeking Associate Degrees take longer than two years to complete. (appendix H.) Four percent of the OATCC clients completed their educational goals during the project, and it should be noted that none have been in the program long enough to complete an Associate Degree.

The FJC college credit population averages 26.6 years of age, is predominantly white, and is about one-half female and one-half male. The OATCC target group averages 19.5 years of age, is about one-half white and one-half black and is predominantly male. (appendix E.)

In the probation and parole general population, eleven percent were incarcerated and only four percent of the OATCC clients were incarcerated.

Diagram 2

Comparison of Target Population
with FJC College Credit General Population
and Probation and Parole General Population

	Legal Incarcerated	Reinvolvement Arrested	Intake Only	Stopped Out	Waiting to Start Class	In Class	Completed Goal
Project Target Population	4%	6%	20%	18%	12%	21%	4%
FJC College Credit Population			19%	37%* 55%**			
Probation and Parole Population	11%						

*1st term
**1st year

RECOMMENDATIONS FOR OTHER PROJECTS BASED ON FLORIDA JUNIOR COLLEGE EXPERIENCES

The following recommendations are stated here for those who would initiate similar projects. They are generated from the successful experiences of the FJC project.

Project Operations

Recommendation A. A project leader should be carefully screened to meet all the professional and personal qualifications that are necessary to effectively operate the program. The project leader for this program was energetic, young, thorough, hard-working, interested in people, and possessed the rare ability of being task-oriented as well as people-oriented. A copy of her curriculum vita is in the appendix for the perusal of the reader. Above all, she knew how to inspire a great deal of work out of her colleagues.

Recommendation B. Develop a clear job description for all project staff.

Recommendation C. Develop a supervisory plan for new staff members. Initially, there should be frequent, well-planned sessions where program objectives and operational strategies are discussed. The project coordinator should strive to free herself of as many mundane tasks as possible to allow more time for working with staff. The new staff can either improve or harm the project. The quality of supervision will make the difference.

Recommendation D. Periodically (at least every ten days) the project coordinator should review the criteria definitions developed in the Preliminary Evaluation. Such as exercise should serve to have the project coordinator revisit the project's original committments during a period when firefighting is the order

of the day.

The Courts

Recommendation E. Any offender assistance program must secure firm and continuing support from the court as FJC did if it is to be a success. Utilizing judges' expertise on the initial policy design process and aggressively maintaining lines of communication with the courts during the program's period of operation are critical steps in securing this support.

Probation and Parole Commission

Recommendation F. A rapport must be developed between project staff and the probation officers. If at all possible, the project should not provide additional paperwork for the probation and parole officers. Universally, these officers are overworked, so the new program should not be viewed as an additional burden.

Florida Junior College

Recommendation G. An Offender Assistance Project will succeed if the project's goals agree with the College's philosophy. While the project should be low key in visibility, it should be viewed with pride by the status leaders and opinion makers on the campus.

Recommendation H. Efforts should be expended to ensure that regular college counselors give high priority to offenders in as much as the offenders backgrounds suggest that they require more and special attention.

Recommendation I. At multi-campus colleges, the offenders should be encouraged

to enroll on all campuses. There is a tendency for probationers to enroll at campuuses in the low socio-economic neighborhoods because of transportation problems and course and program offerings.

Community Organizations and Human Service Agencies

Recommendation J. Studies should be made of the resources available through community organizations and human services agencies. Establishing a rapport with these agencies will aid in the support of clients who need these services.

Clients

Recommendation K. A strong follow-up and outreach program should be initiated and developed. The low stop out rate of the program participants (18%) as compared to the FJC college credit population (37%), may be attributed to the outreach and personal interest of the staff in the clients. A follow-up person can also gather data needed for evaluation of the program.

APPENDIX

A. Probation Officer Data Sheet. /39

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C. Job Descriptions. /42
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F. Outreach. /51
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Appendix A.

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
NORTH CAMPUS
ADULT & CONTINUING EDUCATION

OATCC Data Sheet

Date _____

Social Security Number _____

04 Number _____

Name _____
last first m.i.

Address _____

_____ zip _____

Phone _____

last grade completed _____

Name of Probation Officer: _____

_____

Phone _____

Judge _____

Offense _____

Legal Status: Adjudication of guilt ☐

Adjudication withheld ☐

Date of Probation _____

Termination Date _____

Male ☐
Female ☐
Race _____

Single ☐
Married ☐
Widow(er) ☐
Divorced ☐
Separated ☐

Date of Birth _____

Military Service:
In Military ☐
Veteran ☐
None ☐

Employed? Yes ☐ No ☐

Name of Employer _____

Address of employer _____

Length of employment _____

Have you had prior contact with any social service agencies? Yes ☐ No ☐

	AGENCY	PURPOSE	RESULTS
1.	_____	_____	_____
2.	_____	_____	_____
3.	_____	_____	_____

Comments from Probation Officer:

_____

_____

_____

Appendix B.
FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
ADULT & CONTINUING EDUCATION
NORTH CAMPUS

Date entered_____ last grade completed_____

Date completed_____

OATCC ADMISSION INTERVIEW FORM

NAME_____ DATE_____
(last) (first) (initial)

SOCIAL SECURITY NUMBER ☐☐☐ ☐☐ ☐☐☐☐

A. OBJECTIVES
Objectives for attending FJC. Choose the one that applies to you.

1. Academic

☐ College Credit for A.A. or A.S. degree

☐ College Credit for entry into 4 year college

☐ College Credit Certificate Program (1 year)

2. Career

☐ Business Education

☐ Distributive Education

☐ Health Related Education

☐ Home Economics Education

☐ Industrial Education

3. What careers would you like to know more about? _____

_____

B. GENERAL

1. Do you feel you will complete your objective? Yes ☐ No ☐

2. What was your reason for leaving school the first time?

☐ a. graduated
☐ b. needed at home
☐ c. marriage
☐ d. lack of interest in school work
☐ e. suitable program not available
☐ f. discouraged by lack of success in school work
☐ g. overage for grade
☐ h. excessive absences or truancy
☐ i. financial (work)
☐ j. pregnancy
☐ k. just left
☐ l. behavior difficulty
☐ m. other_____

3. What was your activity during the time you were not in school?_____

_____

4. Approximately how long have you been out of school? ___days ___mos. ___ yrs.

5. Approximately how long have you been thinking about returning to school?_____

6. How many times have you attempted to return to school? _____

7. Who has encouraged you to return to school? _____

8. With whom are you presently residing:

☐ a. both parents ☐ d. brother ☐ g. grandparent

☐ b. father ☐ e. sister ☐ h. guardian

☐ c. mother ☐ f. relative ☐ i. friend

☐ j. other_____

9. How many dependents do you have? State what relationship they are to you:

_____

10. Are you presently employed? Yes ☐ No ☐

If yes: ☐ full time ☐ part time

11. List some recent previous employment:

years	Business or Institution	City or State	Job Description	Salary

C. FINANCIAL

1. You have chosen to attend FJC: do you need any additional financial assistance?
☐ loan ☐ scholarship ☐ VA ☐ part-time employment ☐ No

2. Do you need any other assistance? ☐ Yes ☐ No

D. ACADEMIC BACKGROUND

1. Generally, what kind of student would you describe yourself?

☐ A ☐ B ☐ C ☐ D ☐ F

2. What subjects do you feel you are strongest in?

☐ English ☐ math ☐ science ☐ social science

3. What subjects do you feel you will have the most difficulty with?

☐ English ☐ math ☐ science ☐ social science

4. Do you feel you have any difficulty with testing?

	Yes	No	
a. classroom	☐	☐	
b. standardized	☐	☐	☐ Never taken

5. Do you feel you will need assistance in: study habits, reading, other?

☐ Yes ☐ No

E. QUESTIONS:_____

_____

F. GENERAL RECOMMENDATIONS/COMMENTS:_____

_____

G. COUNSELOR's NAME:_____

Appendix B.

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
ADULT & CONTINUING EDUCATION
NORTH CAMPUS

Date entered_____ last grade completed_____

Date completed_____

OATCC ADMISSION INTERVIEW FORM

NAME_____ DATE_____
(last) (first) (initial)

SOCIAL SECURITY NUMBER ☐☐☐ ☐☐ ☐☐☐☐

A. OBJECTIVES
Objectives for attending FJC. Choose the one that applies to you.

1. Educational

- ☐ a. To obtain a high school diploma
- ☐ b. To obtain a high school diploma to continue my education in college
- ☐ c. To obtain a high school diploma to continue my education in vocational-technical school
- ☐ d. To obtain a 10th grade equivalency
- ☐ e. To review courses for the GED
- ☐ f. To obtain credits to transfer back to another school
- ☐ g. To take some preparatory courses before going to college
- ☐ h. Other: _____

2. Occupational

- ☐ a. To obtain a high school diploma to obtain a job
- ☐ b. To obtain a high school diploma to obtain a better job
- ☐ c. To obtain a high school diploma to keep a job
- ☐ d. To obtain a certificate in the following area: _____
- ☐ e. To obtain a 10th grade equivalency to obtain a job
- ☐ f. Other: _____

3. Personal

- ☐ a. To obtain a high school diploma for personal achievement
- ☐ b. To keep myself busy
- ☐ c. To meet new people
- ☐ d. Other: _____

B. GENERAL

1. Do you feel you will complete your objective? Yes ☐ No ☐

2. What was your reason for leaving school the first time?

- ☐ a. graduated
- ☐ b. needed at home
- ☐ c. marriage
- ☐ d. lack of interest in school work
- ☐ e. suitable program not available
- ☐ f. discouraged by lack of success in school work
- ☐ g. overage for grade
- ☐ h. excessive absences or truancy
- ☐ i. financial (work)
- ☐ j. pregnancy
- ☐ k. just left
- ☐ l. behavior difficulty
- ☐ m. other_____

3. What was your activity during the time you were not in school?_____ _____

_____ _____

4. Approximately how long have you been out of school? ___days __mos. __ yrs.

5. Approximately how long have you been thinking about returning to school?_____ _____

6. How many times have you attempted to return to school? _____ _____

7. Who has encouraged you to return to school? _____ _____

8. With whom are you presently residing:

☐ a. both parents ☐ d. brother ☐ g. grandparent

☐ b. father ☐ e. sister ☐ h. guardian

☐ c. mother ☐ f. relative ☐ i. friend

☐ j. other_____ _____

9. How many dependents do you have? State what relationship they are to you:

_____ _____

10. Are you presently employed? Yes ☐ No ☐

If yes: ☐ full time ☐ part time

11. List some recent previous employment:

years	Business or Institution	City or State	Job Description	Salary

C. FINANCIAL

1. You have chosen to attend FJC: do you need any additional financial assistance?
☐ loan ☐ scholarship ☐ VA ☐ part-time employment ☐ No

2. Do you need any other assistance? ☐ Yes ☐ No

D. ACADEMIC BACKGROUND

1. Generally, what kind of student would you describe yourself?

☐ A ☐ B ☐ C ☐ D ☐ F

2. What subjects do you feel you are strongest in?

☐ English ☐ math ☐ science ☐ social science

3. What subjects do you feel you will have the most difficulty with?

☐ English ☐ math ☐ science ☐ social science

4. Do you feel you have any difficulty with testing?

	Yes	No	
a. classroom	☐	☐	
b. standardized	☐	☐	☐ Never taken

5. Do you feel you will need assistance in: study habits, reading, other?

☐ Yes ☐ No

Appendix C_1

JOB DESCRIPTION

COORDINATOR

OFFENDER ASSISTANCE PROGRAM

PART I. SCOPE AND EFFECT

The scope of the Coordinators responsibilities encompasses the administration of the Offender Assistance Program. Administrative requirements are to develop and conduct liaison services between Florida Junior College and the Criminal Justice System in Duval and Nassau Counties.

PART II. NATURE AND PURPOSE OF WORK

The Coordinator is responsible to the Program Director and is primarily responsible for:

1) Establishing plans, policies and procedures as required to meet specified program objectives.

2) Coordinating liaison activities to insure the attainment of stated goals.

3) Providing information concerning educational opportunities to persons in the judicial system.

4) Assisting the offender in the transition to the educational environment.

5) Training and supervising personnel hired by the Program.

The Coordinators' duties are as follows:

A. Administrative

1) The Coordinator implements plans, policies and procedures as outlined by the Director on a continual basis, to insure the attainment of program objectives as established by the Project Proposal, Board of Trustees Policies and the College Operational Manual.

2) The Coordinator provides data to the Director indicating the attainment of stated goals by students at least once a month from the record files.

3) The Coordinator provides services to individuals referred from the judicial system on a continual basis and records of these services are documented from the files.

4) The Coordinator will work to build good relations between the community agency, the offender and the College.

5) The Coordinator will visit correctional agencies to inform their personnel and offenders what the College and the Offender Education Program has to offer.

6) The Coordinator will assist the offender in preparing for enrolling in an educational program to meet the offenders career goals.

7) The Coordinator will provide services in the area of testing, career guidance, academic and personal counseling and information services on a continual basis as indicated by need-assessment and will document such services in student records

8) The Coordinator will orient offenders to college requirement policies and procedures and will inform students of applicab changes whenever such changes are made.

9) Group and individual meetings will be held by the Coordinato and staff to assist the offender in examining all available educational and career options that are open, on a weekly basis, using the Dictionary of Occupational Titles, Occupational Outlook Handbook, and the Encyclopedia of Careers and Vocational Guidance and guides.

10) Human relations activities will be conducted by the Coordina on a weekly basis. Meetings will be centered around activi that will enable the student to gleam a positive self-concep become aware of the effects of drug abuse and other negative factors that influences his personal and social growth.

11) The Coordinator assists offenders in the preparation of fina cial aid applications.

12) The Coordinator trains, and supervises the activites of the Specialist, and Master's degree interns and secretary.

B. Coordination

The Coordinator locates, studies and secures materials for smooth operation of the over all program.

C. Correspondence

The Coordinator prepares correspondence relating to the li function. All correspondence will be reviewed by Director

PART V. MENTAL DEMANDS

The Coordinator's duties require taking actions, many times without specific instructions, on matters pertaining to the policies and procedures of the College and the project. The Coordinator must be able to select the best course of action and exercise sound judgment in implementing approved recommendations.

The Coordinator must have the ability to develop program objectives and philosophies, to appraise, develop, revise and install procedures and practices to be maintained. The ability to gain cooperation and understanding of administrators and others is vital.

PART VI. EDUCATION AND EXPERIENCE

A Bachelor's degree is required, Master's degree preferred. The Coordinator should be thoroughly familiar with the administration philosophy and procedures in working with offenders. A particular understanding of the young felony offender is required. The Coordinator must be able to empathize with offenders.

The ability to communicate with offenders, college administration and criminal justice personnel is required.

The Coordinator must have at least one years experience in counseling, offender education, psychology, social work, or related areas.

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JACKSONVILLE, FLORIDA 32205

Job Description

Student Services Specialist

Offender Assistance Program

Part I. SCOPE AND EFFECT

The scope of the Specialist's responsibilities encompasses but is not limited to the follow— up of student and alumni in the Offender Assistance Program.

This position requires the involvement of student, and staff, plus effective relationships with faculty and community agencies that are used as resources by participants.

Part II. NATURE AND PURPOSE OF WORK

The Specialist is responsible directly and/or indirectly to the Coordinator for Supervision. The Specialist is responsible for:

1). Establishing and maintaining constant communication with program participants.

2). Providing relevant information to program participants concerning community resources: Day Care Center, Aid to Dependent Children, City Welfare, etc.

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JACKSONVILLE, FLORIDA 32205

3). Serving as liaison between referrals and the Program.

4) Maintaining a file on student progress and keeping a record of referrals to others agencies. Follow up on those referrals.

5) Serving if needed as an advocate for students in securing the resources of the community.

6) Coordinating students needs with the tutoring componet of FJC's Program.

Part III. EDUCATION

Two years experice in related work. BA/BS degree required. Master's Degree preferred.

Appendix C_3

JOB DESCRIPTION

MASTER'S DEGREE INTERNS

OFFENDER ASSISTANCE PROGRAM

PART I. SCOPE AND EFFECT

The scope of the Interns responsibilities include counseling and coordinating activities and resources to serve the students of the Program. In addition they will be expected to fulfill all requirements of their internship at the University of North Florida or the University of Florida.

PART II. NATURE AND PURPOSE OF WORK

Interns are responsible to the Program Coordinator and will be trained in all Program functions such as administration, counseling, job development, and student services.

The Master's Intern will have the following duties.

1) Integrating the student into Program and into the College Population.

2) Scheduling students for mini-courses and seminars dealing with study skills, job interviewing, human relations, etc.

3) Scheduling and coordinating activities of the students with those of volunteer tutors.

4) Keeping students informed of additional opportunities within the College and the Program.

5) Conducting group counseling sessions with Program participants.

6) Conducting private counseling sessions.

PART III. SUPERVISION AND GUIDANCE RECEIVED

The Interns will be supervised by the Project Coordinator. University of North Florida and Florida Junior College policies and related documents shall serve as guides.

PART IV. WORKING CONTACTS

The Interns have daily contact with the Coordinator, faculty, other College staff members, offenders, counselors, caseworkers, probation officers and professionals from community agencies.

PART V. MENTAL DEMANDS

The Master's Intern's duties require cultivation of good working relationships with community resources persons. Of paramount importance is the ability to build an understanding and positive relationship with offenders in the program that is professional and caring.

PART VI. EDUCATION AND EXPERIENCE

Enrollment in a Master's level program at the Unversity of North Florida or University of Florida required. Those pursuing degrees in education, social science or human services preferred.

Appendix D

Location of Clients on Progress Continuum
by Educational Goal and by FJC Campus
June 30, 1976; Months 1-14

	LEGAL REINVOLVEMENT			INTAKE ONLY	STOPPED OUT		WAITING TO START CLASS	IN CLASS	COMPLETED GOAL	SUCCESSFULLY COMPLETED PROBATION	UNKNOWN	TOTAL NUMBER
	Incarcerated	Arrested										
		Not In Class	In Class		Neg	Pos*						
										11	17	28
Downtown High School GED, ABE	4	6	2	15	7	12	13	15	3			77
Downtown Voc/Tec. Other	2	2		12	4	2	3	12	1			38
North College Credit	2	1		7		3	4	4	1			22
South College Credit				2		3	1	5	2			13
Kent College Credit		1		1		1		2				5
Total Number	8	10	2	37	11	21	21	38	7	11	17	183
Percentage	4%	5%	1%	20%	6%	12%	12%	21%	4%	6%	9%	100%

*negative and positive reasons for stopping out

Appendix E.

Demographic Information on OATCC Program Participants

Sex	Male	80%
	Female	20%
Age	16 - 18	7%
	18 - 21	43%
	21 - 44	50%
Race	White	53%
	Black	47%
Prior Education	To 8	8%
	9 - 11	51%
	High School Graduate	41%
Employment at Entry	Employed	41%
	Unemployed	59%
Martial Status	Married	21%
	Single	71%
	Divorced	6%
Prior Agency Contact	Yes	33%
	No	67%
Course of Study	High School	34%
	GED	16%
	Academic	31%
	Career	19%

Appendix F_1

Human Potential: You've got what it takes---use it!

The study of human interaction and patterns of behavior examined through role playing, lecture, audio-visual presentation and discussion. This developmental course focusses on knowing self, knowing others and building and maintaining relationships. Underlying the curriculum will be an ernest covert attempt to improve reading skills.

The main objective of the session is to provide members with the opportunity to gain better insight into themselves through the processes of interaction, lecture, demonstrations, and exposure.

Other objectives are:

(1) to improve reading techniques

(2) to improve listening skills

(3) to learn to budget

(4) to learn job skills

  (a) interview

  (b) resume'

(5) to learn decision making

(6) to better communicate

TEACHER AND COURSE EVALUATION OF THE
HUMAN POTENTIAL WORKSHOP

1. Please comment on the instructor's reaction to conflicting views impressed by students (in general).

   a) Some of it was very helpful.

   b) I like every instructor because they understood every one was expected by every one, I like the instructor's and they liked us.

   c) I think that all the instructor's reaction to the class was very Positive, helpful and very open to differences of opinion.

   d) They were very interested in the class as a whole and not just one person. You could speak freely on anything you wanted to talk about, they took time to listen and help you in any way they could. They were getting involved in everything the student had to offer.

   e) Mostly all of them were pretty interested in what everybody thought about everything.

   f) Well I think that they were very considerate and understanding and I enjoyed learning as much as they could teach and a lot more if possible.

2. Please describe your personal reaction to the course and/or instructor.

   a) I feel that the course itself was a chance for me to look at myself and really understand and also be willing to change a lot of things another way and I want more classes for people to be able to do as I.

   b) I thought they were very good at the things we were talking.

   c) I gain a lot out of this class, I came in not knowing anything, I was quiet, but I listen and observe to what was going on, then I participated and got to do a lot of things I never would do. I could never stand in front of a class and talk. The things I learned here I didnot learn in high school. With this course I took I am ready for Junior College.

   d) It was alright and very helpful in some ways.

   e) I learned and received a lot of new ideals which will help me in the future. The instructor liked it too, and everyone learned a little from everyone. It was like a family, every one tried to help them selves.

2 f) I really like all the instructor's and things that they had to say except for very few things we studied.

3. Please comment on the relevance of this course to your overall life.

a) This course has been very influential on my life as a whole person and it has really help me in situation at this time.

b) This course I will never forget because it help me to know myself and begin to reach my goals in life and know i have a future and to communicate better.

c) It help me to see the right way.

d) It has change my life style, now I can deal with people better and with a little determination I can climb my goal, if I want to. There really are people who care how other people feel.

e) I think it will help me in things I want to do.

f) It change my life to a point where I deal with society in a way that help me advance to higher steps in life.

4. Please comment on anything you feel is important to the evaluation of the instructor/course that was not specifically included above.

a) I think that Ralph's Rational behavior was good, I myself should have more. It help me to look at myself a different way and the things people apporach me with also Yolanda, also job attitudes were important I need a little more.

b) I like them the most! Cameron Hall, Ralph, Sandy Hansford, Lynn Lyles and the two that were here this morning. It was pretty interesting, all that they were talking about.

c) It's a great course.

d) I beleive the instructor's knew how to prepare us for this class and it help me very much and I think nothing was left out.

Appendix F_2

Synopsis of Job Skills Workshop

The purposes of Job Skills Workshop aspect of the program were several. A substantial portion of the Workshop was devoted to determination of the work value and the needs of each individual. By examining his attitudes and abilities, a student can choose a job that is fairly compa itable with his values, or at least can become aware of and able to cope with value conflicts that may arise in certain occupations.

The major part of the workshop dealt with learning and practicing skills needed to complete a job interview and write a resume. The do's and don't's of personal appearance and behavior were discussed, as were questions likely to be asked in an interview. The goal of the Workshop was to make the student capable of an organized, and enlightened approach to job hunting by providing him with practical interviewing skills and greater knowledge of his needs and abilities.

newsletter

Appendix F_3

Offender Assistance Through
Community Colleges

January 1976

Student Advisory Council Established

The meeting of the Student Advisory Council will be held on January 27, Room 102, 940 N. Main Street at 3:00 PM. The purpose of the Council is to get students' ideas and to allow them to contribute their thinking to the Program. In addition, the Council will keep participants informed of College and job skill opportunities. At the January meeting, Janice Gard, Financial Aid Specialist will answer questions concerning student financial aid. The Council will hold monthly meetings until July when certificates will be presented to the OATCC Students.

New Student Activities Starting

"Success Groups" lead by Alice Grant, Instructor, and Cameron Hall, Counselor, will begin in February. Students who want extra encouragement and help in school work can find it by joining these groups. Cameron and Alice will be at the Student Advisory Council meeting to inform interested students of their programs. A job skills course is in the planning for late February and will be offered continuously throughout the semester. These activities, of course, are supplementary to students' regularly scheduled classes.

The 21st Southern Conference on Corrections

The Project Director, Paul Trautmann, and Coordinator, Carol S. Miner, have been invited to take part in a workshop, "The Community and Junior Colleges as an Alternative to Prison", at the 21st Southern Conference on Corrections in Tallahassee on February 25 - 27. Also included on the panel representing the criminal justice system will be probation officials.

Grants

Dr. Steve Wise, Director of Resource Development, has been working very closely with Paul Trautmann and Carol S. Miner in an effort to secure additional funds for another year. Proposals have been made to the Lilly Endowment of Indianapolis, Indiana, The Selby Foundation, and the Comprehensive Employment Training Act funds. These proposals have been favorably received, and we will keep you informed as to funding progress.

Graduate Interns

The OATCC program plans to utilize Interns from the University of North Florida and the University of Florida so that our services to the students can be increased. Now that our program population exceeds 120 students, it is necessary to increase our staff also.

Statistics

		Students
I.	Total enrollments to date	120
II.	Numbers enrolled in college programs:	
	A. ABE	20
	B. GED	26
	C. college parallel	48
	D. occupational (total)	26
	1. health	1
	2. auto	4
	3. construction (Welding & Carpentry)	6
	4. electronics (Radio & T. V. & Air Conditioning)	10
	5. plumbing	3
	6. mechanic	1
	7. cabinet making	1

Appendix F_4

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
JACKSONVILLE, FLORIDA 32205

Dear

I am writing because I haven't been able to reach you by phone and I am asking you to call me at 353-1791 this week. I am interested in how you are doing and if we can be of further help to you with your plans for school through FJC.

I would like to hear from you even if you have decided not to continue with your school plans at this time. We are planning some other activities you may like.

Sincerely,

Mickey Bumbaugh

Mickey Bumbaugh for
Carol Miner

Referral Process:

Referrals will come primarily through the Florida Parole and Probation Commission. Probation officers are asked to screen their case loads to identify those persons who are interested in furthering their education through Adult Basic Education (ABE), High School Review, or High School Completion, Career, or Academic college credit program. An appointed liason, a probation officer in the Florida Parole and Probation department will do the initial referral screening to determine if they meet Offender Assistance Criteria: 1st offender felon on probation, adjudicated guilty or adjudication withheld. **Referrals will be considered on an individual basis. Following action by the liaison officer, the referrals are interviewed by the FJC program coordinator who will make final determination of the referrals' future in the program.**

Advisory Committee

JUDGE SUSAN BLACK
Circuit Court Judge
Fourth Judicial Circuit
Jacksonville

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Assistant Principal
Fernandina Beach Jr. High
Junior High School

IDA COBB
Planning Assistant
Need Help?
Jacksonville Council
On Citizen Involvement

MERLE DAVIS
Supervisor
Florida Parole &
Probation Commission
Jacksonville

SAM FOLINO
Office Manager
Allied Lumber Co.

SANDRA HANSFORD
Counselor
University of North Florida
Co-op & Placement Office

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TOM MARKS
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CETA Coordinator
Florida State Employment
Service

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MARCIA TANKERSLEY
Center Director
Women's Probation
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SENATOR JEAN FRASK
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ALLEN WILLIAMS
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Evaluator:
DR. ANDREW ROBINSON
Chairman of Department of
Administration and
Supervision
University of North Florida

Consultant:
DR. GEORGE AKER
Department Head
of Adult Education
Florida State University
Tallahassee

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE

JACKSONVILLE, FLORIDA

Background:

Florida Junior College at Jacksonville is one of three community colleges in the nation to be awarded the Offender Assistance Through Community Colleges project by the American Association of Community and Junior Colleges (AACJC). The national project director, James R. Mahoney, is headquartered in Washington D.C. at AACJC and facilitates FJC's program and those of the other two project colleges: Central Piedmont Community College, Charlotte, North Carolina; and Community College of Denver, Denver, Colorado.

The site staff of Florida Junior College is:

Director: Peter B. Wright, Jr.
Coordinator: Carol S. Miner
Telephone: (904) 757-6301
Address: North Campus, D 302
4501 Capper Road
Jacksonville, Fla. 32218

Program Goals:

The goals of the program are to provide full educational, occupational, and human service assistance to referrals in an effort to break criminal career cycles; to develop collaborative relationships between the colleges and criminal justice agencies in an effort to improve their efficiency and effectiveness in working with these persons; to encourage colleges to develop other programs for clients and employees of the justice system; and to develop program models.

Target Population:

The target population for this program is first-time convicted felons. In most communities a high percentage of such offenders are placed on probation; this program would serve as a probation alternative. The character of referral involvement in the program will depend on the needs and interests of individual referrals. Some referrals may want to participate in the academic and or occupational programs at the college. Other referrals may want to take advantage only of the special services at the college such as counseling, placement, and testing. Programs will be individualized. In the course of the 18-month period, it is expected that a minimum of 180 referrals will be accepted by each of these programs.

Referral Support:

The demonstration site funds at FJC are expended principally on administration costs. Project funds will not be used directly to provide financial support for referrals to the program. However, FJC will make arrangements when necessary to assist referrals in carrying the costs of college involvement. This assistance may take a number of forms: federal grants loans scholarships, state grants loans scholarships, work-study programs, and part-time or full-time employment. The project will also tap community agencies and specific funds from the FJC Foundation.

Project Staff:

The role of project staff at each site will be to immerse referrals in college programs and activities. Assessment, counseling, and program development are key first steps in this process. Site staff will also be responsible for developing a close liaison with community human service agencies (veterans offices, employment services, health agencies, etc.) to further assist referrals in their reintegration efforts. Establishing collaborative relationships with community justice units is another important function of site staff.

Appendix G.

[redacted] Fo[redacted]-Up[redacted]

I. Name_____ St. #_____ Campus____ Program_____ P.O. & Location_____
Date entered program_____ Date Interviewed_____ Other_____

II. Statement of Original Goal_____

No attempt In program Unsuccessful Completed program Still attempting Succeeded as far as possible at this time.

III. Reasons for not being in school and/or problem areas if still in school:

a. other educational program____ armed services____

b. illness____ child care____ financial____ transportation____ absence from class____ discipline problems_____

moving from area____ other non-negative_____

c. ARRESTED____ results:_____

d. job placement: no attempt____ employed____ unsuccessful____ completed employment____ still attempting____

IV. Faculty and/or employer comment_____

V. Other areas: family problems____ peer group changes____ use of college facilities____ need for tutoring____ use of personal budget____ importance of program to student____ side effects of being in school_____

need for counseling____ study habits____ other_____

VI. Changes in self image: no attempt____ attempt____ unsuccessful____ still attempting____ change achieved____

VII. Statement of New Goal: See reverse side.

VIII. Interviewer Comments_____

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Appendix H.

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
DISTRICT OFFICES
21 WEST CHURCH STREET
JACKSONVILLE, FLORIDA 32202

OFFICE OF THE PRESIDENT

June 14, 1976

MEMORANDUM

TO: FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
DISTRICT BOARD OF TRUSTEES

FROM: Benjamin R. Wygal, President

RE: STATISTICAL DATA ON COLLEGE CREDIT STUDENTS

The attached materials include some analyses on what happens to FJC College Credit students. Included are:

Attachment A, Projected Outcomes of First Time Enrolled College Credit Students at FJC;

Attachment B, FJC Credit Enrollment Analysis, 1974-75;

Attachment C, 1974-75 A.A. and A.S. Degree Graduate Follow-up Summary;

Attachment D, Summary of Research that Includes FJC Students in the Research Sample; and

Attachment E, University of North Florida Bachelor's Degrees Awarded (indicating students listing FJC as "last school attended").

Briefly, the data indicates:

1. Sixty-one per cent of FJC college transfer graduates are involved in further education.

2. Seventy-three per cent of FJC Credit Occupational Education graduates are working.

3. Over 45 per cent of FJC students seeking Associate Degrees take longer than two (2) years to complete.

4. Fifty-eight per cent of former students reported that they had achieved their original educational goal.

5. Sixteen per cent of credit students are enrolled in "non-degree" programs.

6. Of non-returning credit students, three (3) most common reasons listed for not returning were: (1) lack of finances, (2) acceptance of full-time employment, and (3) other overriding commitments.

7. Ten per cent of non-returning credit students transfer to another college or university.

8. Fifty-six per cent of all UNF graduates transferred from FJC. This includes 59 per cent of all UNF honor graduates. Fifteen (15) FJC graduates have earned Master's Degrees at UNF.

9. UNF graduates that transferred from FJC are equally divided among the College of Arts and Science, Business Administration, and Education.

In accordance with new State Department of Education Guidelines, we conducted a comprehensive follow-up survey on FJC graduates during the Fall of 1975, and will do so again during the Fall of 1976. In addition, we will be conducting a comprehensive survey of dropouts this year. We will keep you informed on results of these surveys.

Attachments (5)

Introduction

Of the 10,150 students who enrolled in college-credit courses during the Fall Term, 1973, 378 graduated. Thus, a population of 9,772 students enrolled for the Fall Term, 1973 were non-graduates and perhaps would have reason to enroll for the current Winter Term, 1974. 2,786 (28.5 percent) of the non-graduates enrolled during the Fall Term, 1973 did not return to the College during the current term. Of these non-returning students, two of every five (40.7 percent) were first-time-enrollees during the Fall Term, 1973. There were 2,893 first-time-enrollees among the 10,150 students enrolled during the Fall Term, 1973; 1,134 (39.2 percent) did not return this current term.

To ascertain the reasons why these 2,786 students (1,134 of whom were first-time-enrollees) did not enroll for the current Winter Term, 1974 a survey instrument was mailed during the week of January 21 to each non-returning student. 109 instruments were not delivered. Of the 2,677 delivered instruments, 949 (35.5 percent) were returned.

Analysis

The responding students were requested to designate if they were enrolled for eleven or fewer credit hours (part-time) or for twelve or more credit hours (full-time) during the Fall Term, 1973. They were also requested to denote whether the Fall Term, 1973, was the first term in which they had enrolled at FJC or any other college. While many respondents denoted the above; unfortunately, others did not. Therefore, for the purpose of configuring the data in the most meaningful manner, the responses were categorized according the respondents' stated enrollment status as follows:

Enrollment Status	Respondents	
	Number	Percent
First-time-enrollee, part-time	128	13.5
Non-first-time-enrollee, part-time	410	43.2
Undeclared, part-time	20	2.1
First-time-enrollee, full-time	102	10.7
Non-first-time-enrollee, full-time	135	14.2
Undeclared, full-time	11	1.2
Undeclared first-time-enrollee	10	1.1
Undeclared non-first-time enrollee	40	4.2
Undeclared	93	9.8
Total	949	100.0

The responses of the categorized respondents are presented in Tables 1 and 2. Of the nine categories into which the respondents were placed, only in the four "declared" categories is the number of respondents sufficient to be amenable to reasonable comparisons. Four of every five respondents (81.6 percent) are included in one of these four "declared" categories. Considering those reasons which were declared by at least one of every ten respondents as being wholly or partially the cause for his or her non-attendance, one finds three reasons common to all four "declared" categories; namely, lack of finances, accepting full-time employment (which is related to lack of finances) and overriding commitments. In point of fact, "overriding commitment" was the most prevalent reason reported (by approximately one-third) by part-time student respondents for not returning. "Accepting

full-time employment" was the predominate reason given by full-time student respondents for not returning. "Unable to arrange a satisfactory class schedule" was a reason given by one of every ten part-time student respondents for not returning. Encountering academic difficulties or transferring to another higher education institution were respectively given as reasons for not returning by more than one of every ten full-time student respondents.

Turning to Table 2 data, one observes that lack of finances is more of a problem for full-time vis-a-vis part-time student respondents. This is not unexpected as a greater proportion of part-time students work. In addition to full-time student respondents, the most prevalent reason for first-time-enrolled student respondents not to return was the acceptance of full-time employment. Moreover, a reason for not returning given by one of four (25.4 percent) first-time-enrolled student respondents was overriding commitments. This reason was also predominate for non-first-time-enrolled student respondents (three of ten). The two most prevalent "other" reasons given for not returning to the College were teacher certification renewal requirements were met in the Fall Term and the gas shortage. Each reason was given by eleven respondents.

It is encouraging to note that a majority (and two of every three first-time-enrolled) of the respondents plan to enroll at FJC at a later date. It can thus be said of a majority of the non-returnees that they are gone but not for good.

3/74

Office of Institutional Research

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE
CUMBERLAND CAMPUS
JACKSONVILLE, FLORIDA 32205

March 30, 1973

MEMORANDUM

TO: Dr. Edgar C. Napier, Provost
Cumberland Campus

FROM: John E. Farmer, Dean
Student Services Cumberland Campus

RE: Graduate and Non-Graduate Retention Study

Recently I had the Data Center write a program reflecting the number and percent of graduates and non-graduates for each term, by term, since the 1966 Fall Term. Attached are some charts which were extracted from the printout. Some general observations from this data are as follows:

Non-graduates (except for 1969, the pattern seems fairly consistent)

1. The college tends to lose:

   (a) 37% following the first term enrollment

   (b) 55% after the first year

   (c) 73% after the second year

   (d) 77% after the fourth year, and

   (f) 74% after the fifth year

2. It would appear, based on this data, following the second year of initial enrollment students begin to return, which appears to stabilize the percent of attrition rate. Note that from the second year to the sixth year, the percent of attrition rate has stabilized between 70% - 77% for each respective year. (see chart #1)

3. Even though our enrollment has increased, the percent of attrition seems to be consistent by year and term. (see charts #1 and 3)

4. The percent of attrition rate by term seems to be fairly consistent for each year. (see chart #3)

5. There is a considerable drop of student enrollment for the spring and summer terms; however, approximately 45 percent return for the following fall term. (see chart #3)

March 30, 1973
Re: Graduate and Non-Graduate Retention Study

6. Although the percent of attrition has been fairly consistent, the college is retaining more students due to increased enrollment. (see chart #2)

7. The GPA of non-graduates seems to increase slightly the longer the student takes (first year 1.60, fifth year 1.84).

8. The GPA of recent non-graduates is higher than the first non-graduates (first year 1966 - 1.60, fifth year 1970 - 1.95).

Points of additional investigation:

1. Identify the characteristics of the persisting students versus the non-persisting students. This information would help in counseling students to lower our attrition rate.

2. A certain percentage of the attrition rate are those students who attend for one course, update their skills, transfer to another institution, etc. The categories should be identified to determine an accurate attrition rate which results in either academic or personal reasons.

Graduates (except for 1969, the percent seems to be consistent)

1. It appears that the graduate percent is increasing in a shorter period of time (of the 1966 students, 15% graduated in four years where as the 1968 student graduated 18% in four years). (see chart #5)

2. Due to increased enrollment, we are graduating more students each term, although the percentage is fairly close. (see charts #5 and #6)

3. The GPA of graduates seems to be fairly consistent by year. (see chart #7)

4. It appears the longer a student takes to graduate, the lower his GPA (although not significantly). (see chart #7)

5. Returning graduates by one-year intervals (fall - summer terms): 1966 - 1; 1967 - 12; 1968 - 69; 1969 - 101; 1970 - 173; 1971 - 389; 1972 - 134.*
*Fall term only.

It would be helpful to know what courses and/or programs these graduate students are returning for at FJC. This should influence our advising program and course offerings. These students are generating additional FTE funds for the college.

Additional data is available on the printout and will be researched at a later date.

JEF:bj

Attachments - 7

cy w/attachments: J. Caldwell, L. Christofoli, J. Cosby, H. Cotton, J. Falla, O. Finch, D. Hartshorn, R. Hartwell, H. Hodgkins, J. Hornbeck, K. Miller, C. Polk, R. Respess, R. Sanford, J. Stuckman, K. Tucker, R. Watson, S. Wise, B. Wygal

COMPARISON OF COLLEGE-CREDIT VIS-A-VIS

NON-COLLEGE-CREDIT STUDENTS FALL TERM, 1975

Percentage Distribution by Race

	CC	NC
American Indian	0.2	0.3
Asian American	0.6	0.3
Black	16.6	27.1
Hispanic	0.4	1.4
White	79.6	69.3
Other	2.6	0.7
Not Specified	0.0	0.9
	100.0	100.0

Percentage Distribution by Sex

	CC		NC	
	#	%	#	%
Female	6117	46.7	15712	54.9
Male	6993	53.3	12911	45.1
	13,110		28,623	

Average Age

	CC	NC
Female	26.0	36.1
Male	26.6	31.2
Total	26.3	33.8

Enrollment Status

	CC		NC	
	#	%	#	%
Full time	5925	45.2	1515	5.3
Part time	7185	54.8	27108	94.7
Total	13,110		28,623	

Enrollment by Residence

	CC		NC	
	#	%	#	%
Duval	11205	85.5	27188	95.0
Nassau	311	2.4	306	1.1
Clay	767	5.9	561	2.0
Other Fla.	378	2.9	460	1.6
Total Fla.	12661	96.6	28515	99.6
Other States	449	3.4	80	0.3
Not Specified			28	0.1

Hours Employed

Unknown for college-credit students. 47.6% of non-college-credit males work 40 hours/week or more; 28.0% of non-college-credit females do so. 36.8% of all non-college-credit students work 40 hours/week or more.

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3/76

Office of Institutional Research

COMMUNITY COLLEGE OF DENVER

Evaluator: Dr. Bernie Jones
Social Change Systems, Inc.
Denver, Colorado

INTRODUCTION

This report constitutes the final evaluaation of the Offender Education Program at Community College of Denver. In accordance with the evaluator's contract with the OEP/CCD, this evaluation has focused on the institutional changes in the college and the local criminal justice system which may have come about as a consequence of the program. To a lesser extent, changes that have occured in the lives of program participants are also covered.

Much of the material in this report reiterates observations covered in the interim report, submitted May 21, 1976. However, those data have been updated by a second round of interviews, and expanded upon through interviews with participating students. The subject matter of this report, while using different subject headings, covers most of the topics contained in the core evaluation design of the American Association of Community and Junior College's staff. Some of those desired analyses were not possible within the budget made available for this evaluation.

METHODOLOGY

As in the interim report, again the OEP program has been viewed as a set of interactions the potential participant has, first at the sending or referral end (with a probation officer or other referring agent), and then at the receiving end (with the Community College staff). These two interactions are part of a longer stream of dealingsthe ex-offender in the program has, starting with the court. This report will elaborate further upon some of those interactions.

While the interim report focused on data gathered from liaison counselors, probation officers, and a few CCD administrative personnel, this report also makes use of interview data from participating students, other college staff, and a few more referring agents. More precisely, data gathering this report took several forms. First, efforts were made to re-interview, over the telephone, all the persons interviewd for the interim report. Of those fifteen persons, eight were able to bere-interviewed. These persons were asked basically if they had had any new experiences with the program they would like to share with us. In some cases they were also asked to expand upon or clarify some points they had made during the first interview. Second, interviews were conducted with six other persons, including one liaison counselor, two more probation officers, one other corrections agency referring agent, and two more college administrators, using the semi-

structured interview schedule previously employed. (See Appendix A). Some of those interviews were face-to-face, others over the phone. Third, semi-structured interviews (see Appendix B) were conducted with a sample of ten students who had been enrolled in the program during the Spring 1976 quarter. The original sample was to have been about twice that size, but efforts to contact students over the telephone proved extremely difficult and time-consuming. The telephone strategy was adopted only after meetings set up for students to talk with the evaluator failed to attract any students. Appendix C contains the letter that was sent to all students enrolled during the Spring quarter at the Auraria and North Campuses. No meeting was scheduled at the Red Rocks Campus after the other two sessions had failed to materialize.

The telephone interviews with students occured between May 26 and June 17; other interviews referred to occured between June 14 and June 21. Appendix D contains a list of all the respondents except the students; no real purpose would be served by listing their names.

In addition to the data personally collected by the program evaluator, this report also reflects data collected by the OEP/CCD staff. First, the program staff, at the request of the AACJC Washington office, started collecting demographic and criminal justice system background data on each program participant sometime after the program got underway. It was not always possible for the liaison counselor to obtain this information for the Personal Data forms, so the data are less than a complete reflection of the total program population. Nevertheless, these valuable descriptive data were available for 127 participants. Appendix E contains the forms used.

Second, also at the request of the AACJC, the OEP staff, at some point after the beginning of the program, attempted to gather before and after data about the participants' views of themselves, others, work, and the role of self-determination. A standard set of personality inventory type questions was used, and are shown in Appendix F. These 24 forms were completed by telephone interviews conducted by CCD work study students.

Third, on their own initiative, the OEP staff and liaison counselors designed a brief evaluative form to get student assessments of the work of the counselors in particular. This Student Assessment form is contained in Appendix G. Over 300 questionnaires were mailed out to students, and of those 24 were returned and useable.

While these data from the program staff were collected under less than

systematic circumstances, and were not a part of the research design of the present evaluator, they are, nevertheless, useful pieces of information when used in conjunction with the other data previously described.

RESULTS

Descriptive Analysis

Involvement for the typical - but by no means every - participant in the program begins with the interaction he/she has with the probation officer or other corrections systems referring agent (e.g. Denver Pre-Trial Release Program), wherein the ex-offender learns about the OEP program. According to the data from the Personal Data forms, 54% of participants were referred to the program by a probation officer 6% by the Pre-Trial Release Program, 6% by Employ-Ex (a private corrections agency), 25% by other sources, and 9% were walk-ins. Included in that 25% "other sources" figure are such sources as attorneys, correctional institution personnel, and other CCD personnel. (In some situations an ex-offender has started through the registration and learns from administrative personnel about the OEP program.)

Most students (53%) enter the program within a year after their arrest; about 30% enter between a year and two years, and 17% after a longer period. Almost one-quarter of the group (23%) are in within six months after their arrest.

The referring agent generally presents the OEP program as one option for the ex-offender. Increasingly, the probation officers are using the OEP as a general-purpose educational brokerage for people needing anything from a GED to an academic degree. Actually, a good number of the participants had some dormant educational plans or goals, but had just not gotten around to pursuing them. For some unknown number of participants, the decision to go see the OEP people is not entirely theirs, it was suggested by one referring agent.

Some probation officers present the OEP as an option to every client they have, while most do some initial screening to see if an education experience is what the particular client really needs.

Generally, several criteria are applied by probation officers in determining the suitability of a client for the program. These client characteristics vary from one probation office to another, but include: 1) a positive values placed on education and a desire to learn; 2) some sense of a goal beyond just ripping off some money; 3) dependability; and, most importantly, 4)

a lack of good job skills. Invariably, the probation officers state that the nature of the offense is irrelevant; that is apparently viewed as past history that has little bearing on the need for education.

Probation officers and other referring agents report that they refer anywhere from 5% to 40% of their clients to the program. In just about all cases, however, they are now referring more people to educational experiences, via the OEP, than prior to the program's initiation. One officer, upon learning about the program, went back through her files to find people for whom the program might be useful.

Which campus the client is referred to is basically a function of the residence of the client and the particular cources she or he would like to take. Probation officers have at their disposal college catalogs and schedules for each campus to use in their interview with potential applicants.

Once the referring agent and the client agree that the OEP program sounds good for the client, an appointment is made with the liaison counselor at one of the three campuses. In some cases, the officer makes the appointment right then and there while the client is still in the office; in other cases, the information to set up the appointment is given to the client, who then must assume responsibility for following through. In general, probation officers said the form of the communications process here depended upon the situation of the client (e.g. dependability, ability to deal with bureaucratic mazes, etc.)

Once the appointment is set, the client alone, or the client with the referring agent, goes to see the liaison counselor. Again, there are two schools of thought on this step, with some officers going along with the client to make sure the appointment is kept, while most prefer not to accompany the client, either because time is not available or because they believe it should be up to the client to follow through.

At the time the decision is made to refer a client to the program, the referring officer also fills out the top half of a one-page referral form, shown in Appendix H. This form serves as a two-way communications device between the referring officer and the liaison counselor. It tells the counselor what he/she needs to know about the client, and when the counselor completes the bottom half, it serves as feedback to the referring agent that the appointment was kept and that the client has made initial contact with the program. A copy of the completed form also goes to the program coordinator for his record-keeping purposes.

The potential student is then interviewed by the liaison counselor. The standard intake interview includes some formal testing (e.g. Strong Preference Test, Differential Aptitude Test, etc.). Each counselor uses his or her own approach, but starts with the information that is on the referral form. One counselor, for example, makes it a practice to talk with the referring agent first, before seeing the client. Discussion about areas of academic interest does not always take very long, as this has already been discussed between the referring agent and the client, and such information has been filled in on the top part of the referring form.

Together the applicant and the liaison counselor work out a program of courses for the applicant, whether it is enrollment in a GED program or regular college courses. From the Personal Data forms, it was learned that 47% of the applicants start on Academic/Occupational courses, 27% on GED programs together with A/O courses, 17% of GED alone, and 2% on a pre-GED program. At this first interview, many students learn that they first have to go through a GED program or complete some pre-requisite courses before getting into the courses they really care about.

In some situations, the liaison counselor has to refer the applicant elsewhere, for instance, to other CCD counselors who have more expertise in other areas, such as social services, or to other agencies for additional assistance (e.g. Division of Employment, Employ-Ex), or to a different corrections program in education (e.g. Teacher Corps/Corrections Program).

Though most OEP students are new to CCD, they are allowed to enroll as continuing students, which gives them a better chance to get into the courses they want. This special treatment is only an advantage if the student enrolls at the start of the quarter, before classes have started. This continuing student status granted the OEP student is the prime exception to the college rules that is made for these students. In addition, with CCD's open enrollment policy for all students, they can get into a class even up to two weeks before the end of the quarter. One aspect of the regular treatment that OEP students do <u>not</u> experience in many instances is the orientation program for new students.

At the start of the program, some students were able to obtain special financial assistance beyond what was ordinarily available to other students, but such funds dried up quickly. What the counselor can do in some cases is to get the student pre-certified for financial aid so the student can register without actually having the tuition money on hand. When this deferred

tuition arrangement cannot be worked out with the business office, a six to eight week wait is required. This generally translates into not being able to start classes right away. Although the college has no plan for handling such situations, one probation officer, faced with such a situation, got her client started on GED-preparation self-study and Right to Read programs so as not to waste time and lose precious momentum. Then too, many students are advised to seek part-time work to help ease the financial burden of tuition, books, fees, etc.

Parallel to the way that some probation officers send the client to the liaison counselor while others go along with the client, some liaison counselors walk the students through registration and financial aid application procedures, while others simply point them in the right direction and leave them on their own.

Once the student is enrolled, the role of the liaison counselor for the most part is over; only one of four liaison counselors indicated having regular contact with OEP students after that juncture. For the other three, contacts with OEP students after that point are mainly informal ones, such as in the hallway, or formal ones during times of specific crises (e.g. delays in BEOG or VA checks, need for a job, need to add or drop a course, etc.)

Feedback from the counselor or the program staff to the probation office or referring agent is formally through the referral form, which the counselor completes and later sends back to the referring agent. On occasion, the project coordinator will talk with the referring officer. In addition, some probation officers regularly request transcripts from the students who are their clients.

Another exception to the college rules occurs later in the course of events, namely, the application of a non-punitive grading system whereby students are not denied financial aid when the earn low grades. Normally, a student who does not complete two successive quarters with a C or better average for 12 or more hours can have her/his financial aid terminated.

A certain amount of information about the characteristics of the program's participants is available from the Personal Data forms used by the program staff. Of the 127 persons for whom data were available, 100 (78%) were males. Over half (54%) of the sample were between 20 and 25 years of age, with another quarter (24%) of them between 26 and 30, and 10% over 30. Thirteen per cent were under age 20. The group was divided almost exactly

in thirds in terms of ethnic background, with 41 Anglos, 40 Chicanos, and 39 Blacks. Three persons were of other racial/ethnic backgrounds. Fifty-five per cent were single persons, with the rest divided evenly between married persons and those either separated or divorced. For the 46% who have dependents, the mean number of dependents was two.

The largest proportion of the group (86%) had attended some high school, but only one-third had graduated; about one in twenty had some college experience. An interesting piece of information is that 63% of the respondents were out of work at the time of their arrest. Large majorities had never been institutionalized, either as a juvenile (77%), or as an adult (57%), and had never been previously convicted of a crime as an adult (71%). However, about half (47%) had some form of juvenile record.

In terms of the offenses which resulted in the current charges, slightly more than half (52%) of the group was charged with property offenses, while about one-sixth (18%) was involved in drug-related offenses, and a like number (15%) in personal offenses. A variety of criminal justice situations was represented among the respondents: 60% had been convicted and sentenced, 11% has been accused but not yet adjudicated, 9% convicted but with no active sentence, and 2% convicted but in a pre-sentence situation. The remainder were in other situations. The active sentence faced by each varied considerably, though most sentence were under five years; others ranged up to 45 and 50 years and even life. Those on probation generally had 12, 24, 36, or 60 month probation periods.

Program Strengths

The strengths of the Offender Education Program at Community College of Denver that have been identified through this research lie in four areas: 1) program concept and organization; 2) procedures for dealing with participants; 3) role of the participant; and 4) interfaces the program maintains with other agencies and organizations.

With regard to the first area of strength, program concept and organization, the important point is that there is high consensus on the goals of the program: no one interviewed and no one mentioned by any interviewee disagreed with the basic concept or basic approach toward providing this additional correctional experience for ex-offenders where education leads to increased job skills. It was noted that only one-third of the respondents had graduated from high school. A recurrent pattern with young offenders

is that they had dropped out of high school to get what sound, at the time, like a high-paying job. As they got older, and perhaps accumulated familial responsibilities, that job either began to look less attractive or vanished. In the status of an unemployed young person, they were more likely to get into trouble with the law, and indeed the statistics presented earlier revealed that 63% of the respondents were unemployed at the time of their arrest. From our small sample of interviewed students, we did learn that many had some latent educational goals or plans, but it was one of those things they just never got around to pursuing. Thus, the OEP program would seem to address itself very directly to their situation of high unemployment, little educational attainment, and the need for a probationary experience. For some, who received adequate financial aid, the chance to go to school without having to work at the same time made the likelihood of educational success that much greater.

Perhaps that high level of consensus on the basic concept of the program and the subsequent high level of cooperation with the program stems from its organization. The way the program has been organized is such that little extra effort is required of people at either the referring end or the receiving end of the process. The successful operation of the OEP program calls for little additional work on the part of the probation officer, beyond filling out the referral form. But this is to the officer's advantage anyway, since that form will provide the feedback needed by the agency. Several officers did mention that good feedback distinguished this program from some other corrections programs.

For the liaison counselor, again, the process engaged in with the OEP student is qualitatively pretty much the same as with other CCD students: helping them set educational objectives, designing a program to meet them, and locating financial aid. The liaison counselors do have some extra work in the form of gatekeeping for people who are less accustomed to dealing with an educational bureaucracy than are other students. (In the next section there will be discussion of the quantitatively different demands placed on the liaison counselors.)

From our interviews with college administrative personnel, it was determined that the program did not represent much new or additional work for them, and that relations between administrators and the program have been smooth for the most part. These situations, plus the good experiences the college has had with ex-offenders in the past, may have predisposed admin-

istrators to look favorably upon the program.

Where there was a substantial extra effort called for was in the coordination of the program (e.g. establishing contacts with probation agencies, identifying additional social service resources, helping frustrated students find their way through the system, etc.), but staff was provided for that function in the program budget.

A further point with reference to the concept and organization of the program has to do with the stance of the program staff vis à vis the national office of the program. The Community College of Denver OEP program has successfully pressed for a broader definition of what kinds of ex-offenders are eligible to participate in the program, as well as for a broader definition of what constitutes a referral, or person served. The CCD staff has argued that persons from a pre-trial release program, who are initially charged with felonies, then enroll in the program, and eventually have their charges reduced to a misdemeanor through plea-bargaining, should also be served and counted as first-time felons, the group for whom the program was intended. In addition, the staff has argued that all persons referred to them, whom they see for counseling, should be counted as people served, even though some of them may never actually enroll. The program staff has also received permission from the national headquarters to serve persons already on probation as well. The process of working out these matters was not always smooth, but agreements were eventually reached which represent adherence to the spirit of the program.

A final point about the program concept and organization focuses on the wide range of educational options that CCD represents and offers. OEP students can enroll in GED courses if they lack a high school diploma; they can enroll in very clearly defined ocupational programs; or they can become involved in programs oriented toward additional academic work at a four-year institution. It is a real advantage to potential participants that CCD can admit persons without a high school diploma. The tutorial labs are also a plus for students who either had trouble in school before, or are rusty after a long absence from a learning environment. As the statistics cited earlier show, OEP participants do enroll in a wide range of programs, from pre-GED to academic/occupational.

One referring officer commented that "The program does a full screening as far as all ecucational possibilities are concerned." In the view of most probation officers, however, it is the chance to develop some marketable job

skills that is the key factor leading them to refer clients to the program.

The second area of program strength centers on the way the OEP staff and counselors relate to the persons referred to them. It has been noted by others that community colleges tend to attract very dedicated staff people; personnel associated with the OEP program are viewed as no exception to this belief. Many persons interviewed mentioned that, first of all, the client referred there receives good counseling. The backgrounds of the liaison counselors include educational, employment, and corrections counseling. One probation officer suggests that it may be easier for the client to talk to the liaison counselor than to the probation officer. Second, there is the opinion on the part of referring agents that the person referred to the program is seen right away, is dealt with honestly, and is given a straight response about whether she/he is suited to the program. One probation officer stated, "This program is not trying to jusitfy its own existence; it's real people-oriented," while one student called the staff "very considerate," and another referred to them as "genuinely interested." Ninety per cent of the small sample who completed the Student Assessment form agreed that "My counselor has been useful in providing assistance when required," while 85% agreed that they "can get quick results when seeking help most of the time." Another 90% agreed that "The program is providing the services I need."

Probation officers noted that this way of dealing with the client puts the responsibility right on the client's shoulders, and indeed 95% of the above group agreed with the statement, "I believe the ultimate responsibility for my success or failure here rests with me."

Another respondent talked about the fact that CCD has non-traditional staffers who seem freer of bureaucratic modes of behavior. The fact that one person connected with the program is himself an ex-offender was also cited as a strong point about the program staff's ability to relate to this particular group of students. Finally, several persons had high praise for the program coordinator specifically, noting that "When Jerry (Calvin) came in is when it started working." What he was seen as bringing to the program was a knowledge of the local corrections community and a knowledge of other social service resources. Trouble-shooting and resource-brokering ended up being key aspects of the program coordinator's role.

Part of the way the staff deals with the OEP students are found in the gatekeeping and hand-holding functions: not a few persons noted that this group of potential students are put off a lot, not cared for, wait on line a

lot, and so on. Though many of the probation officers interviewed had sent clients to CCD before the program, they now had someone specific to whom to refer their clients. "Having the name of somebody and knowing where to go gets them (clients) started on the right track," asserted one referring agent.

Built into the OEP/CCD program is the willingness to help OEP students navigate their way through the bureaucratic aspects of registration, enrollment, and financial aid application processes, and later, to work with them when other, non-academic problems (e.g., family, finances, work, etc.) threatened to get in the way of the learning process. One student summed it up by saying,"They'll find you the help you need." Another respondent, a probation officer, commented that these extra small actions could make the difference between a marginal client staying in school or dropping out.

Paralleling these informal aspects of the program are the more formalized aspects of how the program treats students. It is the way participants are allowed to register as continuing students, even though they are not, which gives them an early success experience; it is the open enrollment policy that makes getting into school easier; it is the extra effort devoted to finding them financial aid that helps others stay in; it is the lenience on grading and financial aid that keeps others from falling by the wayside. These structural elements are the guts of the program which affords a group of people an opportunity they otherwise would not have. The observation that some students may not be fully aware of each of those elements does not diminish their importance.

Some of these factors are long-standing CCD policies, and some are exceptions to the rules instituted especially for this program. Both the long-standing policies and the willingness to grant exceptions to those and other policies are credits to the institution.

Several aspects of the role the OEP program carves out for the OEP student constitute the third area of program strength. First and foremost is the practice of not calling any attention to the OEP student on campus. The program has a low profile, and its participants are not labelled or singled out in any conscious way by either the OEP staff or other CCD staff. Most students interviewed felt this was important, though for a few it really did not matter. The program was so inconspicuous for some that they were not fully aware that they were <u>in</u> it, or what made up the program (i.e. the special exceptions to college policies). Most other people on campus - instructors,

other students, administrative staff - are probably not aware that a particular student is an ex-offender. This is something that the program staff and administrative personnel of the college fought for when the program was being set up.

This anonymity of the OEP student means that he or she can blend in with other students and become a part of campus, and indeed some have even become student leaders. It helps break down the dichotomy between ex-offenders and other people, and as such, is an example of community-based corrections at work. Ninety-four per cent of the students responding to the Student Assessment questionnaire agreed that they were "adjusting well to the school environment," and 79% corcurred with the statement, "I feel comfortable around my fellow students in a community college environment."

Some corrections system respondents noted that it was important to give the ex-offender a chance to develop a reference group that is not composed of people who are regularly in trouble with the law. For their part, students interviewed talked more about not being stigmatized or discriminated against. Part and parcel of this empathic way of viewing the OEP student is the practice by both liaison counselors and probation officers of not caring much what the student's offense had been, if they otherwise met the criteria of the program.

One of the places where a social service/social change program can fall down is in its interfaces, its dealings with other systems, and with the other parts of the larger system within which it exists. Several procedures of the OEP/CCD program along these lines make for another area of strength. To start with, the form devised to use with each referral constitutes an avenue of almost automatic feedback from the college to the corrections agency. More than one probation officer stated that feedback is usually a weak point of other corrections programs. One referring source stated that is was precisely the immediate feedback on his first referral to the program that surprised and impressed him, and made him a believer in (and user of) the program. Were that kind of mechanism lacking, it would spell the downfall of the program, for it would almost certainly mean far fewer referrals by probation officers.

Keeping in touch with probationers and other corrections system clients is a key element in corrections. While regular contact between liaison counselors and referring agents is not all that it could ideally be, the probation officers feel that they have sufficient contact with their clients since

a regular check-in is generally required. One went so far as to speculate that extensive follow-up by the counselors would be a needless duplication.

Part of the role of the program coordinator was keeping his finger on the pulse of the corrections community. His personal past involvement in and contacts with the corrections community facilitated this. An example of a good working relationship (interface) was one with Employ-Ex. Each program tried to share job information with the other, and while Employ-Ex was referring clients to OEP, OEP would refer people to Employ-Ex for part-time job leads. It was noted that such OEP-to-Employ-Ex referrals were never done "cold turkey," that is, they were always preceeded by a phone call. Employ-Ex staffers greatly appreciated this small gesture.

Another avenue for maintaining good contacts with the other parts of the corrections community is the advisory board for the OEP program. This volunteer group consisted of people ranging from a judge to probation officers to a public defender to an ex-offender. Several members of this board were interviewed, and noted that the discussions were always very open, with wide participation, and that they felt their ideas were seriously considered by the OEP people.

A final communications device has been the practice on the part of the OEP staff of keeping in touch with the college administration and its governing board. Progress reports have been made in writing and in person by the staff to these groups.

Program Weaknesses

Weaknesses in the OEP/CCD program discerned through our data gathering occur in seven areas: 1) program concept; 2) program organization; 3) outreach and public relations; 4) learning material content; 5) financial resources; 6) role of the liaison counselor; and 7) special circumstances. The most serious problems lie in the area of the liaison counselors' role, and these are in large part attributable to a lack of adequate financial resources. Most of the other weaknesses are best seen as mechanical or operational flaws, or byproducts of human error, in other words, situations that are easily remedied. Other weaknesses stem from conditions beyond the program's ability to affect (e.g. college policies), or from an inadequate budget.

The main weakness of the program with regard to its original concept and its original organization has to do with the restrictions originally placed on who could participate and how many persons could be referred to it.

Until an agreement was arrived at between the OEP/CCD staff and the national headquarters, there was a certain amount of confusion about which kinds of criminal justice system clients could take part. Some probation officers were working under the impression that they could send only a certain number of clients to the program. This, plus the eligibility restrictions, put a damper on their resolve to use the program, they explained. They like to be able to make quick referrals with a minimum of hassles.

From the point of view of students, one eligibility restiction that presented problems for some was the residency requirement. One student, for instance, was not allowed to count his time in a corrections institution as time spent residing in the state.

A third problem or weakness in the program concept was the conflict created in the minds of some counselors (liaison and otherwise) about the continuing enrollment privilege granted the OEP students. While they agreed with the program goal, these counselors felt it unfair to regular students who have someone else get in front of them on line, as it were.

Weaknesses in the area of program organization, for lack of a better term, mainly had to do with components that the program lacked, but should have had, in the view of some respondents. One was inter-campus transit to allow students to take courses offered at any of the three campuses. For low-income students, as were most of the OEP students, transprortation was sometimes a problem. Similarly, one student voiced a criticism that OEP/CCD could do nothing about, namely, that the program should be available at more schools than just CCD to allow greater course choice and greater convenience to campus.

Other respondents felt that day care facilities/programs should have been available for OEP students, although none of the students interviewed specifically mentioned this. The student Personal Data forms did show that almost half of the respondents did have dependents.

The orientation that incoming students receive is not received by any OEP student who enrolls after the start of a quarter. Some respondents felt this would have been useful, and a number of students had complaints about misinformation at CCD. The Student Assessment data showed that while 52% of the respondents felt the orientation was useful, 43% had no opinion, presumably because they did not go through the orientation.

A third area of program weakness concerns outreach and publicity. A program such as the Offender Education Program is clearly dependent upon

referral agencies for its effectiveness, at least in terms of meeting quantitatively-expressed goals. At the start of the program, the OEP staff met with many probation officers, but in some cases, the initial contact was not sufficient or personal enough. Some referring agents received only written information on the program. Thus, some agencies were not pushing the program to the extent they could, and in some cases, this situation still exists. In still other situations, the supervisor of an agency is not promoting the program, although individual officers have been utilizing the program heavily. It appears that a generally healthy skepticism toward corrections programs exists among probation personnel who see one special program after another not produce what it promises.

It also appears that when the OEP program has been used successfully, it does not always get the credit it deserves, and thus cannot be developing its credibility to the fullest possible extent. Probation officers do not especially mention the OEP program by name in their reports to the courts.

A few people leveled criticism at the content of what the OEP students are learning, constituting a fourth area of program weakness. One respondent felt that the courses do not guarantee the acquisition of salable job skills, the factor which would mitigate against further recidivism. A few students expressed dsisatisfaction with particular courses they had taken or were taking, in one case because it was not challenging enough, and in another instance, because it was not what the student had expected.

The fifth weakness of the program lies in the inadequate level of funding for the program. This problem showed up in a number of ways. From the students' perspective, the problem was the lack of loan money for school costs. The financial aid (BEOG) checks would typically arrive a few weeks after the start of the quarter; if a student could not arrange for a deferred tuition payment, real problems arose. A loan fund had been available, but only lasted a short while. The problem was compounded for some students who came to the program believing, inaccurately, that financial aid was practically automatic, or more plentiful than was the case. Repeatedly, liaison counselors were put in a situation of raising a student's hopes only to see them dashed to the ground. Understandably, the counselors felt guilty about being party to such a process.

The inadequate funding generated a competition for the scarce dollars in the sense that some respondents would urge that more or less money flow here or there, such as hiring more counselors and eliminating program staff,

or adding to the program staff to do more outreach, or hiring fewer people and using more funds for student loans. The data show no consensus on where funding priorities should have been placed.

Probably nowhere did the funding inadequacies show up more dramatically than in the counseling component of the program, which made for a sixth weakness. The basic situation created by the advent of the OEP program was a crunch in the counseling departments since the program budget did not allow for any new counselors to be hired. Liaison counselors found it difficult to attend to these students and their special needs while fulfilling their other counseling obligations.

This situation affected the students adversely. They did not get the follow-up they might have needed after the initial interview. Most students reported minimal contact with counselors after that, except for casual meetings around campus or assistance in times of major crises (e.g. personal or family problems, late BEOG or VA checks, academic problems, etc.). A number of students felt that the initial interviews could have been more extensive, although almost all felt the session adequate. A more frequent complaint was not being able to find the counselor when needed. This was especially acute during the temporary absence of one of the original liaison counselors. Some special kinds of counseling needed by students were in the areas of money management, job placement, hassles with admissions and registration offices.

Sometimes counselors did not have the information they needed for this kind of non-educational counseling, and could turn to the program coordinator. But that could take time. It would have been better to have educated the counselors in these areas, but again, that would have required greater funding.

Probation officers were also affected adversely by the workload placed on the counselors. Sometimes probation officers could not find the liaison counselor either. Also, feedback from the counselor to the referring agent did not always occur when it should have, such as when a student dropped out. But then, the counselor often did not hear of that right away either, since they had no regularized contact with OEP students.

A couple other aspects of the role of liaison counselor were also problemmatic. The role of a counselor is dependent upon the establishment of an open relationship. Some OEP students, however, needed more structure, in the form of regular contact with someobody - call it monitoring - than was provided. Monitoring was not something counselors could do effectively and

simultaneously maintain a counseling-type relationship with the student. The same dynamic showed up in the counselors' added-on task (added on after the program began) of collecting certain criminal justice background data from the student. Not only was the referral form incomplete here (answers were too sketchy), but soliciting that type of information seemed to threaten the sense of rapport the counselor was trying to develop with the student.

Finally, a series of one-time incidents occured which, while unfortunate, were basically human foulups which do not detract from the basic worthwhileness of the program. During a move from one campus site to another, the staff lost some students in the shuffle. Another student experienced a nightmarish round of bureaucratic bungling including lost files, a breech of confidentiality, late financial aid checks, a loss of class credit, and so on. He eventually dropped out of the program. Yet one other student charged that administrative personnel caused him to lose a possible job by telling the potential employer about his background. This has not been verified one way or the other.

Program Outcomes

Outcomes of the Offender Education Program at Community College of Denver can be evaluated in terms of immediate consequences and long-term consequences the program has for the institutions involved, as well as in terms of consequences in the lives of program participants.

The consensus among our respondents is that the college has not been changed in any perceptible way by the OEP program. To a very great extent, the college had already been serving this special population, but without any special program, and not in as large numbers. A minority position expressed by one counselor is that "The program is superfluous, but what it is doing is not." The three campuses are estimated to have 100 parolees enrolled, <u>outside</u> of the OEP program. It would take research beyond the scope possible here to see if these 100 students are receiving services as satisfactory as the OEP students and to see if college attendance without OEP is more or less beneficial as a correctional experience than with OEP.

One person commented that it is not necessarily bad that the college has not been changed by the program; it's a tribute to the institution that it has been able to serve this population as it is now. Others said that the college had to make a commitment and open itself to this new experience, and that it did that successfully. One counselor, for instance, reported never

receiving any flak for the amount of time she spent on the program.

The administration does intend to continue the program in some fashion, contingent upon funding from the state legislature. Most of the counselors would continue their involvement in the program even without special funding it now has.

From the point of view of the criminal justice system, considered locally, no significant changes can be seen either. What the program does represent for that system is the provision of another probationary alternative. While systematic changes may not be apparent at this time, individual probation officers do have high praise for the program, and view it as a great improvement over other special corrections programs. They see it as "more action-oriented" in that students can increase their job-related skills. One person made a specific comparison with the Open Door program at Metropolitan State College, which in his mind, allowed students to dabble in the liberal arts without picking up any new job skills.

The courts which are part of the criminal justice system are not seen by any of our respondents as having been altered in any way as a consequence of the OEP program, but then, their contact with the program is minimal and really indirect.

Probation officers state the the volume of probationers being placed in educational settings is definitely increased through the OEP program, and it is clear from their comments that they are now personally more disposed to use Community College as a referral. As one officer commented,"There is more overall acceptance of this program (on the part of probation agencies) than any that's been brought in." The officers feel rewarded for their efforts in that they get personal attention from the OEP staff, amd they see their clients making progress. Reflecting perhaps a sense of frustration in other aspects of their roles, some officers talk about this program giving them the feeling that indeed they can be helpful. Only one probation officer or other referring agent said he would discontinue referring clients to CCD were the program to lose its funding. They did state that it would be more difficult, and one suggested that she would have to learn the ropes of getting potential students through the maze herself. It was also noted that the exceptions to the rules granted by the college would probably make the different between staying in or dropping out of school for marginal clients.

The long-term implications of the program have to do with the role of

the probation officer and the role of education in corrections. From a number of statements by probation officers, it is fair to state that the role of probation officers is changing along with the rest of the corrections field. The PO as a watchdog, whose primary task was keeping track of the ex-offender is on the wane; the role that is smerging is that of a social broker. The officer becomes someone who links up the client with various resources in the community - education, employment, social services, etc. One officer said they have to "become hustlers to find resources for their clients."

If this is indeed what probation and the PO's role shall become, then the Offender Education Program fits in well with those new directions. The program offers one more resource, and does it in a rather easy-to-use fashion.

Other developments in the ever-changing field of corrections suggest that education will emerge as more and more a key element in community-based corrections. Recent legislation in Colorado (SB 4 allows the creation of local non-profit groups for running community-based corrections programs) puts the state near the forefront of the community-based corrections movement. If that is where the field is headed in this state, then models of successful corrections programs are surely needed. OEP may be helping to fill that bill.

Using data from liaison counselors, probation officers, and some administrative personnel, the interim evaluation report had concluded that the program had been a positive experience for students. The data collected from students for this final report reaffirm that preliminary finding.

One question from the OEP staff's Student Assessment form asks whether students feel the program is helping them reach their goals. Of 24 students who responded, 22 answered affirmatively, while two either had no opinion or were unsure. Similarly, data from the interviews with students reveal that eight of ten had no regrets about having entered the program, and nine of ten will be continuing their enrollment at CCD, or will be continuing it as another school. Comments heard from the students included such statements as "I feel a lot smarter than I thought I was." Another said the program "showed there was help for those who can't afford to go." That view was endorsed by another student who claimed, "It proves people are willing to help you; all you have to do is set a goal." This same person said she now had a 100% better image of herself.

The research instrument designed by the national headquarters, and administered to OEP/CCD students on one occasion, does show that by and large the students have positive self-images, feel in charge of their lives,and place a high value on work. Their answers were more divided on the matter of how much other people can be trusted, and on the question of how satisfactory most jobs actually are. Data showing students' views on these topics at the time they entered the program were, unfortunately, not available.

The dual themes of being more goal-directed and having a better self-image are repeated in feedback from interviewees other than the students. One respondent talked about students "getting more energetic, optimistic about the future, and excited about life." Another said "It almost doesn't matter what they learn;" if they get their GED, their job outlook will be improved. Yet another said students, who thought they were not college material because they had only an eighth grade education, are now "tickled to be in school," and that "if (they) stay two quarters, (they're) hooked." She did suggest at the same time that those students who were more or less coerced by their PO into entering the program had dropped out in greater numbers, though no accurate count was available. One liaison counselor recognized the limitations of the program, especially in the area of other kinds of counseling beyond education, and said some had not been helped because they were basically not in the right program. On the other hand, those who were helped most, she said, were probably those who kept in closer contact with their liaison counselor.

CONCLUSIONS AND RECOMMENDATIONS

This evaluator must conclude that, on balance, the Offender Education Program has been a worthwhile program. It has accomplished what a pilot program should; it has determined by its attractiveness that there is a need to be filled; it has demonstrated the ability to fill that need; and it has shown what is needed to make such a program work effectively. This evaluation cannot say what the long-term results will be in terms of recidivism, job experience, or further educational attainment on the part of its present participants. It can say, however, how the program has been structured, how it worked, and what features contributed to its successes and failures. It should be remembered that, as part of a larger system (the college), the program cannot and should not take credit for everything good nor everything bad that occured; some of the programs strengths and weaknesses are really

the strengths and weaknesses of the college. But, in another sense, that distinction is irrelevant since evaluation must look at the program as it actually existed, in whatever institutional habitat it had.

The basic worthiness of the OEP program stemmed from several factors. First, there was widespread agreement with the idea behind the program, which can go a long way toward creating a favorable climate where an underbudgeted pilot program can really accomplish something. Second, the program showed that there was a ready population of ex-offenders (first-time nonviolent felons, accused persons, and others) who needed what the program offered. What it offered was a chance to get back into school (frequently a process that had been interrupted) easily and inexpensively, and learn some job skills that would probably lessen the chances for re-arrest later.

Third, by and large, the program served that population well, including, as a fourth point here, an approach that did not stigmatize, isolate, or further alienate its ex-offender participants.

Fifth, for the institutions involved, the program was also worthwhile because each reaped some benefit from it with a minimal expenditure of time and money. The agency personnel in the criminal justice system now have a more viable educational option for their clients. The Community College of Denver has reaffirmed its role in the community as a provider of education for another special group of adult learners.

The Offender Education Program should be continued in some fashion by the college; some suggestions about how that should be done follow. It is not at all unusual to see a successful pilot program, funded by some outside source, be emasculated budget-wise once it is taken over by some local institution, and thus fail. That pattern need not be repeated ad infinitum. The OEP program should be funded in such a way that it has a realistic chance to succeed, and a cost-benefit analysis would show that such an expenditure would be well spent.

Adequate funding for OEP would mean three things primarily. First, some form of coordination is needed. Someone has to do liaison work with criminal justice system agencies to introduce them to the program and to keep them in touch with it. Someone has to have a grasp of the social service agency world and know how to use it. Someone has to be available to handle crises and administrative problems beyond the scope and expertise of educational counselors. And someone has to monitor participants' progress.

Second, the funding level must allow the legitimation of the liaison

counselor's role, allowing them to spend more time with ex-offender students and time to update and expand their skills and contacts with the corrections and social service communities.*

Third, it would be desirable for the budget to have room for a revolving loan fund for needy OEP students so monetary crises won't stand in the way of educational experiences.

If the program is funded by the college itself, it will be able to have more flexible eligibility criteria. There should be a re-examination of what types of criminal justice system clients (e.g. probationers, parolees, pre-trial release people, not yet sentenced offenders, etc.) the program should serve. Special programs in corrections and increasingly long adjudication experiences, it seems, are creating ever more categories of people in the criminal justice system. The OEP program should recognize that diversity while simultaneously cutting through it to recognize the experiential commonalities in the situations of people moving through that system.

The institution would also do well to re-examine the desirability of maintaining the continuing enrollment privilege in light of its implications for other students, who will eventually become aware of the existence and workings of the OEP program. If elimination of that special status makes enrollment more difficult and complex, the greater presence and availability of the liaison counselors might help demystify that process. In addition, the creation of mini-programs of orientation for those enrolling at irregular times would help the bewildered first-time college student.

* If the college is unable to fund the position of a program coordinator, it might be possible to run the program by rewriting the job descriptions of the liaison counselors so that they spend some designated percentage of their work week on OEP, including both counseling and coordinating the program for their own campus.

APPENDIX A

Interview Schedule for Persons Related to Program

Description of respondent's role and position

Respondent's involvement with the OEP program

(When it began, level of intensity, role played, frequency, etc.)

Respondent's views of the program's goals and basic concepts

How a typical interaction with a participant/potential participant occurs (Nature of interaction, how done, problems, outcomes, etc.)

What information respondent had about the participant

Satisfaction with role respondent plays in program

Changes seen in college

Changes seen in criminal justice system

Changes seen in participants

Recommendations to improve program

Willingness to continue with program should funding cease

Anything else respondent wishes to state

APPENDIX B

Interview Schedule for Participating Students

When respondent first heard about the OEP program

(What respondent was told, by whom, under what conditions, etc.)

Respondent's initial reactions to idea of program

Respondent's prior educational goals and plans, if any

(Did respondent think he/she could go to college)

First meeting with liaison counselor

(What it was like, any fears, clarity of explanation, impression of liaison counselor, etc.)

Registration, enrollment, financial aid application procedures

(How they went, problems encountered, etc.)

Respondent's evaluation of Community College

(Evaluation of courses, what he/she is getting out of it, etc.)

Anything CCD or OEP could do to maximize chances of succeeding for respondent

Respondent's view of most important aspect of program

Nature of continuing contact, if any, with liaison counselor

Respondent's view of importance of not being labelled as ex-offender

Overall evaluation of program, any regrets, etc.

SCS
SOCIAL CHANGE SYSTEMS INC
1459 OGDEN ST AT COLFAX
DENVER COLORADO 80218
AREA CODE 303 832 3526

May 17, 1976

Dear

My firm has been hired by the Offender Education Program at Community College of Denver to evaluate the OEP program in which you have been participating. We want to find out if the program has been successful; if so, why; and whether it should be continued. To do that, we obviously have to talk to the people whom the program was intended to serve.

I will be available to meet with OEP students between 4 pm and 5:30 pm on Thursday, May 27th, in Room 111, Building 28 at the Auraria Campus of CCD.

I'd like to keep this session very loose and casual, and no staff people from the college will be present. Please feel free just to drop in at any time during those hours and share with me any thoughts you have about the program. If you can't make it at that time and have something you want to say, you can call me at the number above, or send me a written statement at the address above.

Looking forward to meeting with you.

Sincerely,

Bernie Jones, Ph.D.

APPENDIX D

Respondents
(Excluding Participating Students)

Liaison Counselors

- Bob Blackman, Red Rocks Campus
- Diann Drummond, North Campus
- Ottawa Harris, Auraria Campus
- Flor Saiz, North Campus

College Administration

- Dr. Leland Luchsinger, President
- Wayman Tinsley, Registrar
- Dr. Marin VanDeVisse, Dean of Student Services
- Gertrude Ward, Business Manager

Probation Officers and Referring Agents

- Adams County Probation Department
  - Shirley Lowe
  - Peggy Skaggs
  - Jerry Venor
- Arapahoe County Probation Department
  - Diana Trupp
- Boulder County Probation Department
  - James Bell
- Denver District Probation Department
  - Nancy France
  - Jack Lutz
  - Keith McGeich
- Denver Pre-Trial Release Program
  - John Crawford
- Employ-Ex
  - Pat Sewall
- Jefferson County Probation Department
  - Art Jacobson
- United States Probation Department
  - Gary Crooks
  - At Stocker

COMMUNITY COLLEGE OF DENVER

OFFENDER EDUCATION PROGRAM (OEP)

Personal Data

(To be completed by Liaison Counselors at time of referral's initial interview. The information recorded on this form will be used for program descriptive purposes.)

Name_____SS#_____

---

1. Age____ 2. Date of Birth___/___/___. 3. Sex:
   Female_____
   Male_____

4. Race: Native American_____ Black_____
   Asisan_____ Hispanic_____
   White_____ Other_____

5. Marital Status: Single_____ Divorced or separated_____
   Married_____ Widow or widower_____

6. Number of minor dependents_____

7. Highest grade level completed:

   _____Elementary (1-6)
   _____Junior high (7-9)
   _____Attended high school (10-12)
   _____Attended trade school_____
   (specify)
   _____Completed high school
   _____Attended college_____
   (specify)

8. Employed at time of arrest: _____yes _____no

9. Most recent job:_____ _____
   (title)

10. Prior record:

    _____Juvenile record?
    _____Number times institutionalized as juvenile
    _____Number prior convictions as adult
    _____Number times institutionalized as adult

COMMUNITY COLLEGE OF DENVER
OFFENDER EDUCATION PROGRAM (OEP)

OEP - Specific Data

(To be collected and tabulated by Program Coordinator's office for program descriptive purposes.)

Name_____ SS#_____

---

1. Entry status:

_____a) convicted and sentenced
_____b) convicted, but no active sentence set
_____c) convicted, pre-sentence
_____d) accused, but not adjudicated
_____e) other - specify_____

2. Length of active sentence given:_____months

3. Entry method:

_____a) referred by probation directly
_____b) other - specify_____

4. Offense(s)

_____a) person offense: violent____ non-violent____
_____b) property offense: armed_____ unarmed_____
_____c) sex-related
_____d) drug-related
_____e) multiple offense
_____f) other - specify_____

5. Lapse time between date of arrest and date of program entry:
_____months

6. Initial project plan:

_____a) pre-GED (remedial)
_____b) GED
_____c) academic-occupational
_____d) other - specify_____

APPENDIX F

OFFENDER EDUCATION PROGRAM
GENERAL EVALUATION QUESTIONNAIRE DATA

_____ Quarter, 19____

Campus _____ Social Security _____

Below is a list of statements. We would like to know how you feel about each of these. Read each statement and circle the response which best says how you feel about the statement, using the following four point scale:

1 - Strongly Agree
2 - Agree
3 - Disagree
4 - Strongly Disagree

1.	I feel that I am a person of worth, at least on an equal plane with others.	1 2 3 4
2.	If you don't watch yourself, people will take advantage of you.	1 2 3 4
3.	Most people really have less money to spend from working then they do from being on welfare.	1 2 3 4
4.	I feel I do not have much to be proud of.	1 2 3 4
5.	My life will be just as good as I make it; it's all up to me.	1 2 3 4
6.	I am able to do things as well as most other people.	1 2 3 4
7.	I wish I could have more respect for myself.	1 2 3 4
8.	Working is a way to get ahead in life.	1 2 3 4
9.	I can do almost anything I set my mind to.	1 2 3 4
10.	No one is going to care much what happens to you, when you get right down to it.	1 2 3 4
11.	On the whole, I'm satisfied with myself.	1 2 3 4
12.	People who work can usually get nicer places to live then people on welfare.	1 2 3 4
13.	You might as well take what comes in life because you can't do anything about it.	1 2 3 4
14.	I feel that I have a number of good qualities.	1 2 3 4
15.	Children have a better chance to have the kind of life they want if their parents work.	1 2 3 4
16.	People are more inclined to look out for themselves than to help others.	1 2 3 4
17.	At times I think I am no good at all.	1 2 3 4
18.	There are ways to make more money than you do by working.	1 2 3 4

(Over)

Offender Education Program
General Evaluation Questionnaire Data
Page 2

19.	It doesn't really matter what you do, because everything depends on the breaks you get.	1 2 3 4
20.	I take a positive attitude toward myself.	1 2 3 4
21.	There are better ways to get ahead than by working.	1 2 3 4
22.	There is really no point in trying to change things because it's the people with the power who really determine what my life will be like.	1 2 3 4
23.	It's human nature for people to cooperate with each other.	1 2 3 4
24.	Jobs are never what people expect.	1 2 3 4
25.	I certainly feel useless at times.	1 2 3 4
26.	Most jobs don't pay enough to make working worthwhile.	1 2 3 4
27.	Most people can be trusted.	1 2 3 4

*Submitting your name is voluntary and not a requirement.

_____ (Name)

_____ (Date)

APPENDIX G

COMMUNITY COLLEGE OF DENVER

OEP

Students Assessment

Fill in or circle:

Your counselor_____ Date_____ Program of Study: Occupational
General Studi
GED

Campus: A N RR Quarter: 1st 2nd 3rd 4th 5th
F W SP S 19___

This form gives you the opportunity to express your feelings and opinions about the program and to offer constructive advice. You do not have to give your name but are welcome to do so if you wish.

PART I - Directions: Using a five point scale, indicate the response (circle one) closest to your view.

1 = strongly agree
2 = agree
3 = no opinion
4 = disagree
5 = strongly disagree

1.	My counselor has been helpful in providing assistance when required.	1 2 3 4
2.	I believe my program is useful in helping me to achieve my goals.	1 2 3 4
3.	I feel I am adjusting well to the school environment.	1 2 3 4 5
4.	I can get quick results when seeking help most of the time.	1 2 3 4
5.	I feel comfortable around my fellow students in a community college environment.	1 2 3 4 5
6.	The program is providing services I need.	1 2 3 4 5
7.	The orientation session was an important service to me.	1 2 3 4
8.	I believe the ultimate responsibility for my success or failure here rests with me.	1 2 3 4 5

PART II - Please comment:

A. If you disagreed or strongly disagreed with any of the above items.

B. If you have advice on how we might improve our services.

C. If you have a desire to comment generally on pleasing or displeasing aspects of the program.

APPENDIX H

COMMUNITY COLLEGE OF DENVER

Referral Form - OFFENDER EDUCATION PROGRAM (OEP)

I. REFERRAL DATA

Name_____ Social Sec. No._____
Address_____ Telephone_____
Date of Birth_____ Marital Status_____
First felony conviction: Yes / No If "No" - Comment_____

Evidence of interest in further education:_____

Tentative educational program_____
Special conditions to be considered_____

Veteran: Yes / No Type of discharge_____
(DD214 Form should accompany the client to interview with Counselor if he is a Vet.)
Note: College financial aid resources for out-of-state students may be limited or non-existent.
Referred to - Counselor_____ Campus: Auraria/North/Red Rocks
Appointment: Date_____ Time_____
Referred by_____ _____ _____
(Name) (Title) (Agency)
Address_____ Telephone_____ Date_____

II. CCD COUNSELOR REPORT

Approved for OEP Program: Yes / No Full time/Part time Day/Evening
If "No" - Comment_____

Admitted to CCD: Yes / No Residency: In-state / Out-of-state
Is the client applying for financial aid? Yes / No
Will client be referred to Financial Aid for determination of tentative eligibility via hand calculation? Yes / No
Vocational Goal_____
Educational Program_____
Beginning levels of English_____ Math_____ Reading_____
Special courses recommended_____

Program will be available - Now / Su / F / W / Sp 19____
Student should appear for registration:
Place_____ Time_____ Date_____
Comments:_____

CCD Counselor_____ Date_____
Address_____ Telephone_____

Goldenrod copy - kept by referring agency
Pink copy - kept by Counselor
Yellow copy - sent to Coordinator by Counselor
White copy - sent to referring agency by Counselor

CENTRAL PIEDMONT COMMUNITY COLLEGE

Evaluator: Dr. Raymond J. Michalowski
University of North Carolina
Charlotte, North Carolina

Introduction

The following summative evaluation of the Charlotte site of the Offender Assistance Program falls somewhat short of the original evaluation design. The major problem confronted in attempting the summative portion of the evaluation was availability of data. While the data designed for gathering at the time of client-entry into the program was consistently available and of uniform quality, follow-up data were mostly non-existant. Where follow-up data were present, the range of quality was so varied as to be unusable due to problems of comparability.

It is difficult from the available data to assess the progress of clients while in the program because, in most cases, no documentation regarding courses taken, class attendance, courses completed, programs completed or changes in occupational situation was available. The only information on actual client performance concerns either program involvement at a gross level or rearrest. Those clients who either were re-arrested or dropped out of the program altogether had this noted in their case records. Those who remained in the program, even nominally, are not clearly distinguishable from those who have been active in the program - at least from the data available in the case records.

Part of the reason for this shortage of data is related to the staffing of the program. It appears that the other duties of program management made it difficult for project personnel to engage in considerable follow-up and recording of information once a client was initially enrolled. This is evidenced by the fact that there was noticeably more follow-up data on those who entered the program at the beginning when the client population was small, than there was on those who entered as the client group was growing. Also, increasing concerns with securing continuation funding for the program drained additional time as the program progressed towards its completion date. As a result, follow-up data was available only for a relatively small number of clients - those who had entered the program during its

first several months of existance.

Because of the nature of the available data, this report will focus primarily upon a descriptive analysis of program participants, client attitudes at time of entry and an overall assessment of the operation of the program.

CLIENT CHARACTERISTICS

From June, 1975 through June, 1976 the Offender Assistance Program at Charlotte enrolled a total of 132 clients, falling well short of the projected goal of 180. The reasons for this shortfall have been discussed at length in the two previous process reports. While contact was made with the majority of eligible probationers, the program had little to offer beyond an opportunity for education. Given the more immediate concerns of recently convicted felony offenders, and oftentimes their overall skeptical attitude towards education coupled with negative experiences with schooling, the offering of an opportunity for education was simply not enough to attract a number of potential clients. Further, there is indication that a noticeable proportion of those who expressed initial enthusiasm and enrolled in the program did not become very active participants. By the coordinator's estimate, approximately 50 of the 132 listed clients could be considered active program participants.

Of the 132 listed clients the initial records for five were very limited. In these cases there was little in the case folder except an initial statement of name, date interviewed and one or two questions completed on the interview form. As a result the data presented here is based primarily upon the 127 cases for which all of the initial interview data was available.

Enrollment Patterns

Based upon 13 month enrollment period (June, 1975 to June, 1976 inclusive), individuals were identified according to month of enrollment. During the first three months of the program - June, 1975 to August, 1975 the program enrolled

CLIENT ENROLLMENT PATTERNS

	Number	Percent of Total	Cumulative %
June, 1975	8	6.4	6.4
July, 1975	13	10.4	16.8
August, 1975	6	4.8	21.6
September, 1975	22	17.6	39.2
October, 1975	15	12.0	51.2
November, 1975	12	9.6	60.8
December, 1975	12	9.6	70.4
January, 1976	5	4.0	74.4
February, 1976	15	12.0	86.4
March, 1976	3	2.4	88.8
April, 1976	7	5.6	94.4
May, 1976	4	3.2	97.6
June, 1976	3	2.4	100.0
	125*		

*Data on date of entrance was not available for 7 clients. Case numbers, which were assigned sequentially as individuals entered the program indicated there was no systematic bias in this lack of data. Thus, inclusion of these cases if actual dates were available would have had only a small impact on the overall distribution of intakes.

approximately 21.6 percent of its eventual total. The next three month period brought an additional 39.2 percent, and the next three months another 25.6 percent. Thus, by March 1, 1976 the program had enrolled 110 clients; 86.4 percent of its eventual total of 125 (discounting the 7 clients for whom date of entrance was not available). The last four months resulted in only 17 additional clients; just 13.6 percent of the total population served.

Initially, it was thought that while enrollments would be slow at the beginning of the program, the rate would increase as procedures were streamlined and the program established its credibility and visibility among the offender population. This appears, however, to not have been the case. The loss of the assistant field coordinator in the spring of 1976 and the increased attention given to seeking continuing funding for the program undoubtedly had some influence upon the decrease in the rate of client enrollment. The loss of the assistant field coordinator was particularly problematic since he had handled most of the initial client identification and contacts.

If the program had continued enrolling clients at the rate of the previous three quarters, it might not have fallen short of the projected goal of 180. When the clients for whom data were unavailable are included (although project participation is a questionable assumption), the program would have needed to enroll an additional 48 clients, an average of 12 per month for the last four months. In view of the fact that during six months of the clients were enrolled at a rate of 12 or more per month, and one month resulted in 22 enrollments, the needed 48 clients should have been well within the range of possibility. As best as can be determined there was no noticeable change in the policy of the probation department regarding referrals to the program which would explain the decline in enrollment rate during the last four months of the project.

Age, Sex and Race

The 127 clients for whom data were available represented an age range of 16 to 34 with 60 percent of the clients being between the ages of 17 and 21. Another 30 percent were between the ages of 22 and 25, and only ten percent were 26 or older.

A total of 87 clients were male and 41 were female (data available for 128 clients): a distribution of 65.9 and 31.1 percent respectively. While the age structure of the client population is nearly identical to that for regular probationers, the sex distribution is biased towards females. While the probation department estimates show an intake of approximately 24 percent females, the program recorded 31.1 percent of its intake as females.

The racial distribution of the client population was 62.2 percent black (N=79), 36.2 percent white (N=46), and 1.2 percent other (N=2). The clients listed as other consisted of one American Indian and one person of Asian origin.

The distribution of clients by age, race and sex is as follows for the 126 individuals for whom all of this information was available.

AGE, RACE, AND SEX OF CLIENTS

	16-20	21-25	26-30	31 or more
Black Male	24 (19.0)	23 (18.3)	2 (1.6)	1 (.8)
Black Female	9 (7.1)	13 (10.3)	3 (2.4)	3 (2.4)
White Male	19 (15.1)	13 (10.3)	2 (1.6)	0
White Female	7 (5.5)	5 (4.0)	0	0
Asian Female	1 (.8)	0	0	0
AmerIndian	1 (.8)	0	0	0

Overall, program clients were predominantly young, with a strong overrepresentation of males and blacks in comparison with the general city population. In comparison with the probationer population, however, the differences were not so great with the exception of a still definite bias toward black clients. While slightly over 62 percent of the program clients were black, the probation department intake for the one year period was approximately 45 percent black. Furthermore, the group of interviewed clients who did not enroll in the program was only 37 percent black, suggesting that a greater percentage of the blacks contacted by the program chose to enter than of the whites contacted.

Social Characteristics: Marital Status and Dependents

Of the 128 clients for whom marital status data were available, 75.0 percent (N=96) were single, 13.3 percent (N=17) were married, 10.2 percent (N=13) were divorced or separated and 1.6 percent (N=2) were widowed. The distribution of minor dependents showed that 71.7 percent (N=91) had no children, 15.0 percent (N=19) had one child, 10.2 percent (N=13) had two and 3.1 percent (N=4) had 3 children.

It should be noted that 5 of the clients who indicated they were single also indicated they had minor dependents. This may represent children born out of wedlock or formerly married individuals who considered themselves "single" at the time of program entrance rather than divorced or separated.

Social Characteristics: Education and Employment

The following table shows the number and percentage distribution of program clients according to educational background.

EDUCATIONAL BACKGROUND OP CLIENTS

	N	Percent
Elementary	4	3.1
Jr. High	28	21.9
Some High	52	40.6
Trade School	2	1.6
Finished High	38	29.7
Attended College	4	3.1

The bulk of program clients had left school between the ninth and eleventh grades; 62.5 percent fell into the junior high or attended, but not completed, high school category.

The educational level of clients was significantly associated with both their race and age. Predictably, the older clients tended to have attained higher levels of education. For example, while 44.6 percent of those in the 21-25 year old group had completed high school, only 18.6 percent of those in the 16-20 year old group had received high school diplomas. This is, of course, because the younger group contains many who have not reached sufficient age to have completed high school. While this is obvious, what it does suggest is that educational attainment may be simply a function of life cycle process, more so than of anything else.

The racial distribution of educational attainment showed a bi-modal distribution. Whites tended to fall into either the lowest or the highest educational levels, while blacks were grouped more in the middle range categories. For example, 38.7 percent of the white clients had not gone past junior high while only 17.7 percent of the black clients had gone only this far. On the other hand, 41.3 percent of the whites hand either completed high school or attended college,

while only 26.6 percent of the blacks had advanced this far. The majority of black clients had passed out of junior high and attended but not completed high school; 54.4 percent of all black clients fell into this group as compared with only 19.6 percent of the whites.

As far as educational development is concerned whites represented both the best and the worst clients, while blacks were much more average in their educational attainment.

Sex and marital status showed no significant relationship to the educational background of clients. The relationship between educational background and type of job most recently held was harder to interpret. While the relationship was not significant using a X^2 measure, a Gamma of - .30838 suggests a moderate degree of association between these two factors. Overall, there was a noticeable (but not absolute) trend for clients with higher levels of education to have been employed at skilled rather than unskilled jobs. For example, 75 percent of those who attended college and 44.7 percent of those who completed high school held skilled positions as compared with 23.1 percent of those who had attended high school and 28.6 percent of those who had completed junior high. However, 25 percent of those who had only completed elementary school also held skilled positions. (The fact that a greater percentage of those who had only completed elementary school held skilled jobs than those who had completed high school in an artifact of the small number in the elementary school group (N=4), and is the likely cause of the lack of statistical significance between education and type of job). Despite the statistical outcome, it is safe to say that there is a definite correspondence between educational level and the type of job histories represented by the program clients.

Of the 127 individuals for whom information was available, 50.8 percent had been unemployed at the time of their arrest. Employment at time of arrest showed no significant relationship to the age, race, sex or marital status of the clients. Blacks and whites, juveniles and young adults, males and females, and the married and unmarried all showed an equal likelihood of having been unemployed at the time they were arrested.

More surprising was the fact that educational attainment was also unrelated to employment at time of arrest. Those who had attended college or those who had completed high school were just as likely to have been unemployed at the time of their arrest as those who had not progressed past attending high school. For example, 75.0 percent of those who had completed elementary school and 75.0 percent of those who had attended college were unemployed at the time of arrest. Similarly, 46.4 percent of those who had left after junior high and 50.0 percent of those who had completed high school were also unemployed. On the surface this would suggest that the factors leading to unemployability are related to more than an individual's educational attainment, and would certainly raise some issues regarding the basic philosophy of the Offender Assistance Program. However, it should be noted that the figures are skewed somewhat by those who were attending college at the time of their arrest. While they were technically unemployed at the time of arrest, they do not necessarily represent individuals whose unemployment was related to unemployability.

The job level of program clients was primarily unskilled; 65.2 percent (N=89) of the 128 for whom information was available listed their most recent job as being unskilled labor. Sex, marital status and age was not significantly related to level of job skill, while there was a significant relationship with race.

While 50.0 percent (N=23) of the white clients held skilled positions prior to program entry, only 22.8 percent of the black clients (N=18) indicated they had held skilled labor positions prior to program entry.

Instant Offense and Prior Record

Below is the numerical and percentage distribution of clients according to the offense which resulted in their present probation.

INSTANT OFFENSE OF PROGRAM CLIENTS

	Number	Percent
Violent Personal Crime	9	7.2
Non-Violent Personal Crime	8	6.4
Armed Property Crime	14	11.2
Unarmed Property Crime	58	46.4
Sex Offense	2	1.6
Drug Offense	32	25.6
Multiple Offense	2	1.6

Property offenses and drug offenses characterized the majority of program clients; a total of 83.2 percent of the clients had come to the program through commission of one of these offenses. While there was an initial reluctance on the part of the program to accept drug offenders, that this restriction was abandoned early in the project period is evidenced by the fact that drug offenders are the second largest category of clients, and their proportion is equivalent to that represented by drug offenders in the regular probation population.

There was no significant relationship between the sex, race and age of clients and the type of offense which had brought them to the program. It should be noted, however, that while the proportion of male clients who had committed armed property offenses exceeded the proportion of female clients who had committed similar offenses (15.3 percent versus 2.5 percent) the proportion of females convicted of unarmed property offenses exceed the proportion of males (60.0 percent to 40.0 percent). Similarly, while the relationship was not statistically significant, 10.4 percent of the black clients as compared to 2.2 percent of the white clients had been convicted of violent personal offenses, and blacks out-proportioned whites for armed property offenses 13.0 percent to 8.9 percent. Conversly, whites were more likely to have been convicted of drug offenses than blacks - 37.8 percent compared to 19.5 percent.

More interesting is the fact that there was no significant relationship between the type of offense and the length of active sentence. The percentage of those receiving sentences of one year or less were equally distributed among the various categories of offenses. Similarly, 22.2 percent of those convicted of violent personal offenses, 21.4 percent of those with an armed property conviction, 22.4 percent with an unarmed property conviction and 25 percent of those convicted of a drug offense all received sentences of 37 to 48 months.

Type of offense was also not significantly related to type of prior employment, or employment at time of arrest. On the surface at least this suggests that the motivations towards crime may not be significantly influenced by the individuals objective economic situations, but rather other, less tangible, factors. If this is the case, a program such as Offender Assistance Through Community Colleges must be prepared to address other needs in addition to those for increased employ-ability.

The active sentences faced by the probationers who entered the program ranged from none to 96 months. However, modal sentences were 12, 24, 36, and 60 months. One year sentences had been given to 11.8 percent of the clients (N=15); two year sentences to 22.0 percent (N=28); three year sentences to another 22.0 percent (N=15) and five year sentences to 17.3 percent (N=22). Together these groups account for 73.1 percent of the variation in sentences.

The seven clients who recorded no sentence represent clients who came to the program after having completed their sentences. In most cases these were misdemeanor offenders who were not identified through the probation department, but who came to the program through information they had received from other individuals. Another 10 individuals had sentences from one to ten months and represent non-felony offenders since the minimum sentence for a felony in North Carolina is one year. In addition, a proportion of those with sentences between 12 and 24 months may also have been misdemeanor offenders since North Carolina law allows an active sentence of up to two years for a misdemeanor offense. Unfortunately, the categorization of offenses does not permit a more definite assessment.

A slight majority of program clients had no prior criminal record; 59.4 percent (N=76) indicated no previous arrests. An additional 28.9 percent reported prior offenses but no institutionalizations, and 11.7 percent (N=15) had both prior arrests and prior institutionalizations. It should be noted that of the 15 who indicated prior institutionalizations, 11 had been institutionalized as juvenile offenders.

Entry Characteristics

The time lapse between arrest and entry into the program ranged from less than one month to three years with 50.7 percent (N=67) entering within 6 months or less from the time of arrest. Another 27.2 percent (N=36) entered within six months to one year of their arrest. If data had been gathered regarding lapse time from conviction to program entry these figures would have represented even shorter time lapses.

These figures provide evidence that the program did meet its goal of identifying and offering service to offenders during the critical period shortly after being placed on probation. Since research has shown that more then 70 percent of the probationers who become recidivists tend to do so within the first 18 months after being placed on probation, the program's early intervention may have been beneficial for some during this critical initial period.

According to the case files, 86.5 percent (N=109) of the program clients were referred to the program by the probation department. Another 8.7 percent (N=11) were recommended by the project personnel and 4.8 percent (N=6) came to the program through other means, usually self-referral. While the vast majority were "referred by probation" these figures mask the efforts of the assistant field coordinator who spent considerable time with the probation department helping identify clients who were subsequently referred to the program.

Program Selection

There appeared a fairly even distribution of clients among the various educational program available to them. The pre-GED program was selected by 22.6 percent (N=28); the GED by 29.0 percent (N=36); the academic-occupational track was selected by another 29.0 percent (N=36) and specific trade programs were selected by 19.4 percent (N=24) of the clients. Given the educational and employment histories of the clients it is interesting to note that specific trade programs were attractive to so few.

The factors of sex, race, and marital status were not significantly related to the selection of an educational program. Age was significantly related to project plan, but this was an artifact of the relationship between education and age. Since the younger clients were also less likely to have completed high school, it was also likely that they would tend to more often select the pre-GED and GED programs. This supposition was substantiated by the significant relationship found between program selected and educational attainment; 82.1 percent of those who left the educational system after high school and 68.0 percent who left after attending some high school selected pre-GED or GED programs. By contrast, 87.2 percent of those who had completed high school selected to develop specific skills through either the academic-occupational track or through enrollment in a specific trade course.

There was also a significant relationship between type of prior employment and program selected; 55.1 percent of those with prior work histories of unskilled labor selected the pre-GED or GED programs while only 41.5 percent of those with a history of employment in skilled occupations selected these programs. This, however, is primarily an artifact of the distribution of prior work histories by educational levels. Overall, these figures do suggest the program was offering

individuals with definite employability deficiencies an opportunity to overcome them. While it may seem regretable that a larger proportion did not choose to enter the specific trade programs, given the fact that a high school diploma or its equivalent is quickly becoming a prerequisite for even skilled labor positions, the choice of many without such a degree to enter the pre-GED or GED programs represents an understandable decision. This distribution of programs selected by education and work history also reflects adequate direction given on the part of the program personnel in their role as educational counselors.

Client Attitudes

At the time of program entry clients were given an attitude questionnaire which contained either three (in the early version) or four (in the later version) sub-scales, in an attempt to gauge base line attitudinal data. These scales were designed to measure the dimensions of self-concept, trust of others, perceived control over the future and attitudes towards employment. When compared against the entry characteristics of age, sex, race, marital status, employment history, educational level, employment at time of arrest, instant offense, prior record and program selection, no significant relationships appeared, with one exception.

The composite scale scores for black clients indicated a lower perceived degree of control over future life outcomes than for whites. As the following table shows, while no clients fell into the category of very low perceived control, a greater percentage of blacks fell into the "moderately low" category than whites, while nearly all of the white clients fell into the moderately high perceived control category.

PERCEIVED CONTROL OVER FUTURE LIFE OUTCOMES

BY RACE

	White	Non-White
Moderately Low	34.2 (27)	4.3 (2)
Moderately High	62.0 (49)	91.3 (42)
High	3.8 (3)	4.4 (2)

S=.02 Gamma=.69565

There was also no significant difference between scale scores for program clients and interviewed probationers who choose not to enter the program.

The original intention of the interview scales was to provide a basis for measurement of program effect upon the various attitudinal dimensions represented. Unfortunately, only eight program clients responded to attempts to obtain an "after" questionnaire. Because of this small number it is impossible to determine what effect the program had upon individual attitudes towards self, others, control of the future and employment. Thus, it cannot be determined whether or not the program had any effect upon client attitudes.

PROGRAM ATTAINMENTS

Client Performance in Program

Of the 14 individuals for whom any post-entry data was available, 4 had been arrested for new offenses and 10 had left the program. There is little that can be interpreted from this data because post-entry information is too limited to know whether these clients represent the total of those who were re-arrested or who dropped out, or merely a very select group of program failures. Insofar as

all of the clients for whom some post entry data is available were very early admissions to the program, the availability of this data is in all likelihood a result of the amount of time program personnel could devote to follow-up at the early stages of the program. The lack of post-entry data for any clients after the first several months of the program suggests that there may be others who have either been re-arrested or who ceased participation in the program for whom no data is available. Given this, it would be dangerous to conclude that the rate of recidivism for program personnel is better than that of regular probationers, or that only 10 of the 132 original clients failed to continue their participation in the program. As previously indicated, it is far more likely that no more than 50 of the enrolled clients participated in the program in any continuing and meaningful way.

Services Given

As discussed in the two formative evaluations, a considerable proportion of the program personnel's time was spent in attempting to provide clients with emergency services such as food, clothing and a place to live. Since these activities were not noted in the case records, it is impossible to offer anything but an impressionistic evaluation of this part of the program. While some clients were certainly aided by these efforts, the fact that there were no established mechanisms or sources for providing clients with short-term needs meant that such aid was ad hoc and sporadic. More importantly, since there was no clear needs-assessment at the beginning of the program, those who received help of this sort were primarily those who requested it.

The primary service rendered by the program was making available to a number of convicted offenders the educational resources of a community college. The degree to which the offenders actually availed themselves of this service, and the effect of its availability upon both the present and future life chances

of the clients cannot be determined from the available data. Furthermore, even with more adequate data, the true effect of making these services available would quite possibly remain unknown. Many of the individuals who initially enrolled in the program but who did not become active, or very active, participants in the educational processes may not have done so for reasons external to the program. Even though their lack of active participation and/or educational progress during the life of the program is a short-term failure for the program, it may be a long-term success for the individual. Such persons, if nothing else, have become familiar with a community college and this knowledge may make it easier for them to re-enter the educational process at a later point in time than if they had not had such contact. Whether or not this will actually occur can only be guessed.

Summary

Overall, it is difficult to determine the success or failure of the program at the Charlotte site. In terms of meeting its mandate of enrolling 180 clients it was not successful. And in terms of being able to monitor the development and progress of its clients the program was also unsuccessful. This inability to monitor program clients effectively makes it relatively impossible to gauge the effects of the program upon those clients it did enroll. To the degree that monitoring clients' progress was a program goal, the program did not succeed in this area. Where it did succeed was in helping some offenders begin to advance their education and their job skills, and in providing emergency services to recently convicted offenders who found themselves on probation, unemployed and often without any financial resources. As previously mentioned, the program also gave its clients at least the initial familiarity with a community college

necessary for possible future educational involvement. What effect this will have upon client employability and recidivism is unknown.

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